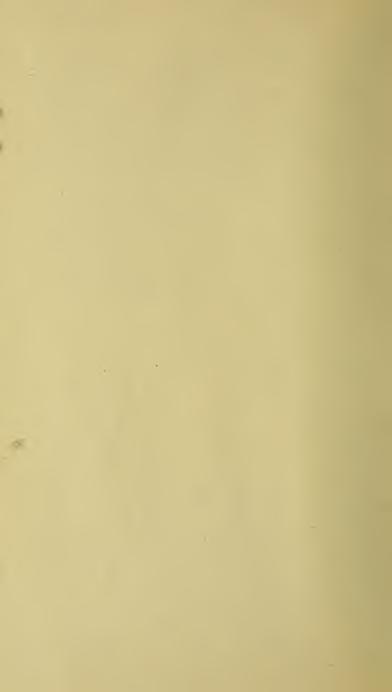
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BIENNIAL REPORT

OF THE

Superintendent of Public Instruction

OF THE

STATE OF NORTH CAROLINA

1904-1906

RECOMMENDATIONS AND STATISTICAL SUMMARY

RALEIGH

OFFICE STATE SUPERINTENDENT PUBLIC INSTRUCTION 1907.



BIENNIAL REPORT

OF THE

SUPERINTENDENT OF PUBLIC INSTRUCTION

OF

NORTH CAROLINA

place of the

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GOVERNOR ROBERT B. GLENN

FOR THE

SCHOLASTIC YEARS 1904-1905 AND 1905-1906.

RALEIGH:
E. M. UZZELL & Co., STATE PRINTERS AND BINDERS.
1907.



LETTER OF TRANSMITTAL.

STATE OF NORTH CAROLINA,
DEPARTMENT OF PUBLIC INSTRUCTION,
RALEIGH, December 20, 1906,

To His Excellency, ROBERT B. GLENN,

Governor of North Carolina.

Dear Sir:—According to Section 4000 of the Revisal of 1905, I have the honor to submit my Biennial Report for the scholastic years 1904-05 and 1905-06.

Respectfully,

J. Y. JOYNER,

Superintendent of Public Instruction.

JUN 13 1907 D. ut U.



PREFATORY NOTE.

This report, it is believed, will be found in convenient form for reference. The table of contents gives a fairly accurate view of the subjects treated. Part II, which contains the Statistical Tables, shows in detail the sources of the school fund, the expenditures for schools, the school attendance, the value of school property, the number of houses and districts, the salaries of teachers and Superintendents, the scholarship of teachers, and other valuable statistical matter for 1904-06. Part I contains a summary of the statistics for the biennial period. This report closes with a general comparative statement of our educational progress since 1870, prepared by Mr. C. L. Coon, who has also arranged the other matter for this report.

J. Y. JOYNER,

Superintendent of Public Instruction.

RALEIGH, N. C., April, 1907.

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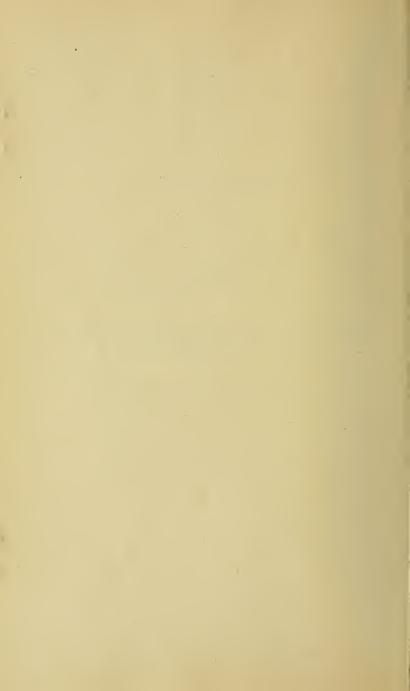
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PART I.

SUMMARY OF TWO YEARS' PROGRESS AND THE RECOMMENDA-TIONS OF THE SUPERINTENDENT.



GENERAL OUTLINE OF TWO YEARS' PROGRESS.

The educational statistics compiled by this office for the biennial period 1904-05 and 1905-06 show encouraging progress. I wish to direct attention to some of the figures which are especially significant.

Increase in the School Fund.—North Carolina had, for 1905-06, an available fund of \$2,630,678.09 for her public schools, besides a considerable sum contributed by individuals to lengthen the rural school term, to build better rural school-houses, and to secure better equipment for those houses. The total increase in the school fund for 1906 over the year 1905 was \$321,949.11, of which sum \$71,647.31 was increase in rural school fund and \$250,301.80 was increase in city school fund.

The increase in funds raised by local taxation has been marked. The whole amount raised by this means for 1906 was \$448,610.35, of which \$61,307.96 was for rural schools and \$387,467.01 was for city schools. This is an increase of \$110,360.64 for 1906 over 1905. In percentage this increase in local tax funds for 1906 over 1905 was 92 per cent, for rural schools, 26 per cent, for city schools, and 33 per cent, for the State. Thus it will be seen that the amount raised by local taxation for rural schools nearly doubled in one year, while there was an increase for the whole State of 33 per cent, in funds raised by that means. In addition to this increase in funds from local taxation, private individuals contributed \$48,159.78 for increasing the rural school term, for rural school buildings, equipment, and the like. The cities issued bonds to the extent of \$174,581.02, which was an increase of \$111,938.89 over 1905.

Excluding bonds, loans, State appropriations, and balance from previous year, the whole amount raised by taxation for the public schools during 1906 was \$1,839,834.44, an increase of \$159,890.64 over 1905. The rural increase in funds raised by taxation was \$62,635.95; the city increase \$97,254.69. These figures show that we raised during 1906 \$2.63 for each child of school age enumerated in our State school census; \$2.03 for each child outside the cities and towns, and \$5.80 for each child within the cities and towns. This was a per capita increase in 1906 over 1905 of 10 cents for each country child of school age and 14 cents for each city child.

For What the Money Was Spent,—The total expenditures for all schools during 1906 was \$2,291,053.15, which represents an increase of \$335,276.25 over 1905. There was an increase for the year 1906 over 1905 of \$53,734.49 in rural expenditures and an increase of \$281,541.76 in city expenditures. Of this increase, rural teachers and superintendents received \$39,234.08 and city teachers and superintendents \$73,166.62; for rural school buildings and supplies the increased expenditure was \$9,150.15 and for city buildings and supplies \$205,744.67, while the increased expenditure for all administration purposes was \$5,350.26 for rural schools and \$2,630.47 for city schools.

The average annual salary of each rural white teacher was increased \$4.86 for 1906 over 1905, while the average annual salary of each city white teacher was increased \$10.34; and each County Superintendent's salary was increased \$37.22 and the salary of each City Superintendent \$54.16 for 1906 over 1905. The average annual salary of rural white teachers is now \$130.07, the annual

salary of city white teachers is \$351.91, while the annual salary of rural colored teachers is \$89.34 and of city colored teachers \$237.91.

Increase in School Attendance.—The State school census shows that the school population increased 9,906 for 1906 over that of 1905, an increase of 5,831 white children and 4,075 colored children, while the school enrollment increased 9,069. The increase in the white enrollment was 5,490 and the increase in the colored enrollment was 3,579. These figures seem to indicate that the increase in enrollment is hardly keeping pace with the increase in school population. The increase in average daily attendance for 1906 over 1905 was 12,758, the increase in white schools being 8,619 and the increase in colored schools 4,139, which shows that the regular attendance on the schools is improving.

The School Term and the Average Monthly Salary of Teachers.—The average school term is gradually increasing. The average term in rural white schools in 1906 was 86 days, in city white schools 171, and in all the white schools of the State 95. This is an increase of more than one day over the average term of the same schools in 1905. The average term of all colored rural schools was 82 days in 1906 and 81 days in 1905. The average term in all the colored schools of the State was 92 days in 1906 and 91 days in 1905.

Taking these figures as a basis of calculation, it will be seen that rural white teachers were paid \$30,24 a month in 1906 and \$29,46 in 1905, while city white teachers in 1906 were paid \$41,40 per month and \$39,94 in 1905. The increase in the monthly salary of rural white teachers was 78 cents in 1906 over that of 1905 and the increase in the monthly salary of city white teachers was \$1.46. The monthly salary of rural colored teachers in 1906 was \$21.78, in 1905 \$21.20, an increase of 58 cents each per month. The monthly salary of city colored teachers was \$28.48 in 1906 and \$29.52 in 1905, a decrease of \$1.14 a month.

Value of School Property.—The school property of the State was worth \$3,725.054 in 1906, an increase of \$542,136 for 1906 over 1905. The increase in the value of rural school property in 1906 over 1905 was \$245,609, the increase in the value of city school property was \$296,527 for the same period. The white schools of the State had property in 1906 worth \$3,199,595, the colored schools \$525,459. The rural white school property in 1906 was worth \$1,610,095 and the city white school property \$1,589,500. The rural colored school property in 1906 was worth \$299,859 and the city colored school property \$225,600.

There were 7,447 school-houses in the State in 1906; 7,254 rural and 193 city. There were 5,053 rural white school houses and 122 city white school houses; there were 2,201 rural colored houses and 71 city colored houses. The average value of each rural white school house in 1906 was \$319 and the average value of each city white school house was \$13,029, while the average value of each rural colored school house was \$136 and of each city colored school house was \$3,177. The average value of each rural white school house increased \$41 for 1906 over 1905, and the average value of each rural colored school house increased \$12.

Condition of Rural Schools.—The number of white school districts in 1906 was 5,338, a decrease of 74 for 1906 over 1905. During the same period the colored districts were reduced 24. The number of colored districts in 1906 was 2,318. With the consolidation of schools, the log school-house is rapidly

disappearing. In 1906 the number of log school-houses for white children was 180, a decrease of 84 during the year, while the number of log school-houses for colored children was 250, a decrease of 43 for the same period. In all, 127 log school-houses disappeared during the school year 1905-06.

The consolidation of schools has materially increased the number of schools employing two or more teachers. In 1906 there were, 950 white and 165 colored schools having more than one teacher. This was an increase during the year of 99 white and 49 colored schools having more than one teacher. The increase of schools employing more than one teacher has also increased the number of rural schools giving some instruction in high school branches. In 1906 there were 968 white and 90 colored schools which gave some such instruction, being an increase during the year of 36 white and 32 colored schools attempting some high school instruction.

New Rural School Houses Built.—During this biennial period there has been a marked increase in the number of new school-houses built. During the year 1905-06, 433 new houses were erected, 359 white and 74 colored. During the year 1904-05 389 new houses were built, 340 white and 49 colored. A total of \$22 new houses for the biennial period means more than one new house each day. Still there are only 1,040 rural school houses equipped with modern school furniture, 976 white and 64 colored. The other houses are furnished with home-made desks and benches. This means that at least \$5 per cent. of all the rural school houses of the State are still poorly equipped for the work they have to do.

Increase in Local Tax Districts and Rural Libraries.—During these two years, 185 local tax districts have been established, all in country communities and small towns. This is a considerable increase over any previous year. During the same period 399 rural libraries have been established and many old libraries have been supplemented. On December 1, 1906, there were 1,305 rural libraries, containing 117,900 volumes, established at a cost of \$42,600. All these libraries have been established in less than five years.

Educational Literature.—During the two years the following educational literature has been prepared and sent out from the Superintendent's office:

Programme of Exercises North Carolina Day, 1904. 88 pages.

A Course of Study for the Elementary Public Schools. 1904, 24 pages.

How to Teach Reading. 1904, 49 pages.

Geography, Nature Study and Agriculture in the Elementary Schools. 1905, $32\ \mathrm{pages}.$

English and History in the Elementary Schools. 1905, 39 pages.

A Manual for Teachers' Institutes. 1905, 26 pages.

A Course in Nature Study for the Teacher. 1905, 32 pages.

The Woman's Association for the Betterment of Public School Houses. 1905, 60 pages.

Programme of Exercises for North Carolina Day, 1905. 96 pages.

A Summary of Public School Statistics for 1904-05. 1905, 15 pages.

These ten publications aggregate 461 pages of printed matter and have been sent out principally in aid of the work of the rural teachers.

Rural School Organization.—During this biennial period a new school register has been issued which greatly facilitates keeping the school record. In addition to this, new blanks covering every phase of school organization and

work have been sent out. These have aided all school officials very helpfully in keeping their records and making accurate reports of the work done. The efforts along this line have secured the gradation of at least three-fourths of all the rural schools, which means a great saving of time to the children who attend these schools. The following is a complete list of publications bearing on this subject, in addition to those mentioned above, issued during the two years:

North Carolina School Register.
Committeeman's Record Book.
Rural Library Record Book.
Account Book for County Treasurers.
Teacher's Monthly Report (new).
Teacher's Final Report (new).
County Superintendent's Report (new).
City Superintendent's Report (new).
Treasurer's Report (new).

The Campaign for Education.—The campaign for education by bulletins, through the press, and by public addresses has been carried on without cessation. Your Excellency has rendered valuable assistance in this campaign by making many effective educational addresses in all sections of the State. The State Superintendent has used all the time that he could spare from his work in the office for field work and educational campaign work. Through the continuance of the generous aid of the Southern Education Board in providing funds for the payment of their expenses, strong speakers have been sent to every community asking for the agitation of the question of local taxation and consolidation and to communities in which an election on the question of local taxation for better public schools was pending. This campaign has been under the direction of the Campaign Committee for the Promotion of Public Education in North Carolina, consisting of the State Superintendent of Public Instruction as chairman, Dr. Charles D. McIver, director of the Southern Education Board and chairman of the Campaign Committee of that board; Governor R. B. Glenn, Ex-Governor C. B. Aycock, with Mr. R. D. W. Connor as secretary. Among the speakers have been representative teachers, editors, lawyers, preachers, business men, public officials, and others.

In this campaign work the Woman's Association for the Betterment of Public School Houses and Grounds has done much to cultivate public sentiment toward school improvement. The unselfish work of this Association is inspiring and patriotic and deserves no small place in the educational progress of recent years.

State Institutions.—The following table gives in concise form what the State has done to aid education during the period covered by this report:

STATE AID TO EDUCATION AND EDUCATIONAL INSTITUTIONS, 1903 AND 1905.

	19	08.	1905.		
Name.	Support Improve- (Annual). Improve- ments.		Support (Annual).	Improve- ments.	
Deaf and Dumb School, Morganton	\$ 42,500	\$ 5,000	\$ 42,500	\$ 5,000	
Deaf, Dumb and Blind School, Raleigh	60,000	10,050	60,000	7,550	
University, Chapel Hill	37,500	7,500	45,000	50,000	
State Normal College, Greensboro	40,000	7,000	40,000	†97,000	
A. and M. College, Raleigh	20,000	*80,786	25,000	5,000	
A. and M. College, Greensboro	7,500		7,500	7,500	
Cullowhee Normal School	2,000	2,000	3,000	3,500	
Appalachian Training School	2,000	1,500	2,000	4,000	
Public Schools	192,500		192,500		
Rural Libraries	7,500		7,500		
Colored Normal Schools	14,000		14,000		
Total	425, 500	113,836	439, 000	179,550	

^{*}Includes money paid to replace burned building. †Includes \$82,000 additional to replace burned building.

This table shows an increase during the two years of \$14,000 for the annual support of educational institutions and an increase of \$65,714 for improvements, if the value of the burned buildings replaced are included.

The following table shows in detail the condition of the State educational institutions at the close of this biennial period:

EDUCATIONAL INSTITUTIONS SUPPORTED BY THE STATE, 1906.

Name.	Founded.	Teachers.	Enroll- ment.	State Aid for Support.	Total Income.	Value of Plant.
University of North Carolina	1789	72	685	\$ 45,000	\$ 108,000	\$ 750,000
Normal and Industrial College	1892	50	480	40,000	70,000	300,000
Colored A. and M. College	1891	7	172	7,500	15,750	114,607
Slater State Normal School (Colored)	1895	12	365	6,000	6,500	25,000
Fayetteville State Normal School (Colored).	1877	5	316	3,800	3,900	1,800
Elizabeth City State Normal School (Colored).	1891	7	320	4,200	4,600	6,000
School for Blind (White)	1845	24	180	} 60,000	60,000	\$ 200,000
School for Deaf and Blind (Colored)	1868	20	175	5 00,000	00,000	100,000
School for Deaf and Dumb (White)	1891	28	243	42,500	45,321	250,000
Cullowhee Normal School	1888	5	150	3,000	3,500	13,500
Appalachian Training School	1903	6	293	2,000	2,300	20,000
A. and M. College (White)	1889	42	494	25,000	82,493	300,000
Total, 12 Schools		278	3,873	239,000	402, 364	2,080,907

STATISTICAL RECORD OF TWO YEARS' PROGRESS.

The following tables give concisely the educational facts as compiled for the biennial period 1904-05 and 1905-06:

RECEIPTS FOR SCHOOLS.

	Rural.	City.	North Carolina.
Balance from 1904-1905	\$ 289, 176. 52	\$ 68,433.83	\$ 357,610.35
Local tax, 1905-1906	61,307.96	387, 467. 01	448,774.97
Local tax, 1904-1905	31,913.24	306,501.09	338, 414, 33
Increase	29, 394, 72	80, 965. 92	110, 360. 64
Increase per cent.	.92	.26	.33
Bonds, 1905-1906		174, 581.02	174, 581. 02
Bonds, 1904-1905		62, 642, 13	62, 642, 13
Increase		111,938.89	111,938.89
Loans, 1905-1906	53, 459. 29		53,459.29
Loans, 1904-1905	75,878.92		75,878.92
Decrease	22, 419. 63		22, 419, 63
County funds, 1905-1906	1,176,242.04	214, 817. 43	1,391,059.47
County funds, 1904-1905	1,143,000.81	198, 528. 66	1,341,529.47
Increase	33, 241. 23	16, 288, 77	49, 530.00
Special State appropriation, 1905-1906	195, 780, 35		195,780.35
State appropriation for libraries and private donations,	9, 362.64	50.00	9,412.64
1905–1906. Total available fund, 1905–1906	1,785,328.80	845, 349. 29	2,630,678.09
Total available fund, 1904-1905	1,713,681.49	595,047.49	2,308,728.98
Increase	71,647.31	250,301.80	321,949.11
Increase per cent,	4.2	42.0	13.9
Private donations not included in above	48, 159. 78		48, 159. 78

FUNDS RAISED BY TAXATION AND TAXABLE PROPERTY FOR EACH CHILD OF SCHOOL AGE.

	Rural,	City.	North Carolina.
Total available fund, 1905-1906	\$ 1,785,328.86	\$ 845,349.29	\$2,630,678.09
Total available fund, 1904-1905	1,713,681.49	595,047.49	2,308,728.98
Increase	71,647.31	250,301.80	321, 949.11
School population 1905-1906	602,674	103,854	706, 928
School population 1904-1905	607,316	89, 306	696, 622
Increase	*4,642	14,548	9,906

^{*}Decrease.

FUNDS RAISED BY TAXATION AND TAXABLE PROPERTY-Continued.

	Rural.	City.	North Carolina.
Total funds raised for schools by taxation, 1905-1906	\$ †1,237,550.00	\$ †602, 284.44	\$†1,839,834.44
Total funds raised for schools by taxation, 1904-1905	1,174,914.05	505,029.75	1,679,943.80
Increase	62, 635, 95	97, 254. 69	159,890.64
Per capita raised for each child, 1905-1906	2.03	5.80	2.63
Per capita raised for each child, 1904-1905	1.93	5.66	2.42
Value of all taxable property	332, 844, 017.56	128, 834, 599, 44	461,678,617.00
Taxable property for each child, 1905-1906	552.00	1,241.00	653.00
Taxable property for each child, 1904-1905	518.00	1,329.00	622.00
Increase	34.00	‡88.00	31.00

†Includes no State funds, balances, loans or bonds. ‡Decrease.

PER CAPITA RAISED FOR SCHOOLS.

	Rural.	City.	North Carolina.
Per capita amount raised for each child of school age, 1905-1906. Taxable property for each child, 1905-1906	\$ 2.03 552.00	\$ 5.80 1,241.00	\$ 2.63 653.00
Amount raised for each \$100 taxable property	* .37	* .47	* .40
Per capita amount raised for each inhabitant in 1900			.97

^{*}If whole amount raised for schools during the year had been raised by taxation.

FUNDS RAISED FROM CERTAIN SOURCES.

•	1905.	1905. 1906.	
Total fund raised (rural and city)	\$ 1,679,943.80	\$ 1,839,834.44	\$ 159,890.64
Raised by general poll tax	343,801.25	358,641.56	14,840.31
Raised by fines, etc.	68, 628, 67	94,579.25	25,950.58
Raised by liquor licenses and dispensaries	132, 989.19	131, 493. 44	*1,495.75
Percentage raised by general poll tax, fines, etc	32.4	31.7	* .7

^{*} Decrease.

EXPENDITURES—SUMMARY.

	Rural.	City.	North Carolina.			
Total expenditures, 1905-1906-	\$ 1,480,287.03	\$ 810,766.12	\$2,291,053.15			
Total expenditures, 1904-1905	1,426,552.54	529, 224. 36	1,955,776.90			
Increase	53, 734. 49	281,541.76	335, 276.25			
Teaching and supervision, 1905-1906	1,091,033.55	451,571.02	1,542,604.57			
Teaching and supervision, 1904-1905	1,051,799.47	378, 404. 40	1,430,203.87			
Increase	39, 234. 08	73,166.62	112, 400.70			

EXPENDITURES-SUMMARY-Continued.

	Rural.		City.		North Carolina.	
Buildings and supplies, 1905-1906	\$	282,994.88	\$	311,008.49	\$	594,003,37
Buildings and supplies, 1904-1905		273,844.73		105, 263.82		379,108.55
Increase		9,150.15		205,744.67		214, 894. 82
Administration, 1905-1906 *		106,258.60		48,186.61		154, 445, 21
Administration, 1904-1905		100,908.34		45,556.14		146, 464. 48
Increase		5,350.26		2,630.47		7,980.73
Balance, June 30, 1906		305, 041. 77		34,583.17		339,624.94
Percentage spent for teaching and supervision, 1905-		73.7		55.7		67.3
1906. Percentage spent for teaching and supervision, 1904-		73.7		71.5		73.1
1905. Percentage spent for buildings, etc., 1905-1906		19.1		38.4		25.9
Percentage spent for buildings, etc., 1904-1905		19.2		19.9		19.4
Percentage spent for administration, 1905-1906		7.2		5.9		6.8
Percentage spent for administration, 1904-1905		7.1		8.6		7.5

^{*}Includes overcharges, borrowed money repaid, etc., not properly chargeable to administration expenses.

EXPENDITURES FOR TEACHING AND SUPERVISION.

	Rural.	City.	North Carolina.
All expenditures, 1905-1906	\$ 1,480,317.03	\$ 810,766.12	\$2,291,083.15
All expenditures, 1904-1905	1,426,552.54	529, 224. 36	1,955,776.90
For supervision (superintendents), 1905-1906	57,187.01	69,992.08	127,179.09
For supervision (superintendents), 1904-1905	53,024.14	56,991.75	110,015.89
Increase	4,162.87	13,000.33	17,163.20
White teachers, 1905-1906	821, 552. 69	306,160.87	1, 127, 713. 56
White teachers, 1904-1905	783, 823. 42	254, 471.96	1,038,295.38
Increase	37,729.57	51,688.91	89, 418. 18
Colored teachers, 1905-1906	212, 293, 85	75,418.07	287, 711.92
Colored teachers, 1904-1905	214,951.91	66,940.69	281,892.60
Increase	*2,658.06	8,477.38	5,819.32
Percentage spent for teaching and supervision, 1905-	73.7	55.7	67.3
1906. Percentage spent for teaching and supervision, 1904-	73.7	71.5	73.1
1905. Increase	.0	*15.8	*5.8
Percentage spent for supervision alone, 1905-1906	3.8	8.6	5,5
Percentage spent for supervision alone, 1904-1905	3.7	10.7	5.6
Increase	.1	*2.1	*.1

^{*} Decrease.

EXPENDITURES FOR TEACHING AND SUPERVISION-Continued.

	Rural.	City.	North Carolina.
Total spent for teaching and supervision, 1905-1906	\$ 1,091,033.55	\$ 451,571.02	\$1,542,604.57
Total spent for teaching and supervision, 1904-1905	1,051,799.47	378,404.40	1,430,203.87
Increase	39,234.08	73, 166. 62	112,400.70
Average salary superintendents, 1905-1906	†589.55	†958.79	748.11
Average salary superintendents, 1904-1905	‡552 . 33	‡904 . 63	696.30
Increase	37.22	54.16	51.81

[†] For 97 counties and 75 towns out of 78.

EXPENDITURES FOR BUILDINGS AND SUPPLIES.

	Rural.	City.	North Carolina.
Fuel and janitors, 1905-1906	\$ 20,446.29	\$ 33,966.43	\$ 54,412.72
Fuel and janitors, 1904-1905	17,524.11	16,777.18	34,301.29
Increase	2,922.18	17, 189.25	20,111.43
Furniture, 1905-1906	31,583.27	16,258.67	47,841.94
Furniture, 1904-1905	16,235.06	8,837.91	25,072.97
Increase	15,348.21	7,420.76	22,768.97
Libraries, \$1905-1906	11, 176. 16	2,544.52	13,720.68
Libraries, 1904-1905	8,391.35	1,798.37	10,189.72
Increase	2,784.81	746.15	3,530.96
Supplies, 1905-1906	13, 117. 73	11,631.81	24,749.54
Supplies, 1904-1905	14,585.31	8,890.89	23,476.20
Increase	*1,467.58	2,740.92	1,273.34
Houses (white), 1905-1906	163,711.86	214, 145.72	377,857.58
Houses (white), 1904-1905	179,865.35	59,261,49	239, 126.84
Increase	*16,153.49	154,884.23	138,730.74
Houses (colored), 1905-1906	14,618.80	5,548.97	20,167.77
Houses (colored), 1904-1905	17,825.64	4,677.58	22,503.22
Increase	*3,206.84	871,39	*2,335.45
Insurance and rent, 1905-1906	4,443.48	4,942.76	9,386.24
Insurance and rent, 1904-1905	4,042.76	601.00	4,643.76
Increase	400.72	4,341.76	4,742.48
Interest, etc., 1905-1906	23,897.29	21,969.61	45,866.90
Interest. etc., 1904-1905	15, 375, 15	4,419.40	19,794.55
Increase	8,522.14	17,550.21	26,072.35

^{*} Decrease.

[‡] For 96 counties and 63 towns.

EXPENDITURES FOR BUILDING AND SUPPLIES-Continued.

	Rural.	City.	North Carolina.
Total for buildings and supplies, 1905-1906	282,994.88	311, 008. 49	594,003.37
Total for buildings and supplies, 1904–1905	273, 844. 73	105, 263. 82	379, 108.55
Increase	9, 150.15	205,744.67	214, 894. 82
Percentage spent for buildings, etc., 1905-1906	19.1	38.4	25.9
Percentage spent for buildings, etc., 1904-1905	19.2	19.9	19.4
Increase	*.1	19.5	6.5

^{*} Decrease.

EXPENDITURES FOR ADMINISTRATION.

	Rural.	City.	North Carolina.
Treasurer, 1905-1906	\$ 29,989.38	\$ 8,890.21	\$ 38,879.59
Treasurer, 1904-1905	29,153.07	7,342.55	36, 495. 62
Increase	836.31	1,547.66	2,383.97
Board of Education, 1905-1906	8,956.03	25.00	8, 981. 03
Board of Education, 1904-1905	9,223.48		9, 223, 48
Increase	*267.45	25.00	*242.45
Expenses of Board of Education, 1905-1906	3,433.53		3, 433. 53
Expenses of Board of Education, 1904-1905	7,828.02		7,828.02
Increase	*4,394.49		*4,394.49
Taking census and committeemen, 1905-1906	12,051.45	1,129.50	13, 180. 95
Taking census and committeemen, 1904-1905	9,476.06	1,123.36	10,599.42
Increase	2,575.39	6.14	2,581.53
Errors, overcharges, borrowed money, 1905-1906	33, 412. 99	17, 184. 93	50, 597. 92
All other expenses, 1905-1906	18, 415, 22	20,956.97	39,372.19
All other expenses, 1904-1905	45, 227.71	37,090.23	82,317.94
Increase	*26, 812.49	*16, 133. 26	*42,945.75
Total for administration, 1905-1906	106, 258. 60	48, 186. 61	154, 445. 21
Total for administration, 1904-1905	100,908.34	45,556.14	146, 464. 48
Increase	5,350,26	2,630,47	7,980.73
Percentage spent for administration, 1905-1906	7.2	5.9	6.8
Percentage spent for administration, 1904-1905	7.1	8.6	7.5
Increase	.1	*2.7	* .7

^{*}Decrease.

SCHOOL ATTENDANCE.

	Rural.	City.	North Carolina.
Total school population, 1905–1906	602,674	103,854	706, 528
Total school population, 1904–1905	607,316	89,306	696, 622
Increase	*4,642	14,548	. 9, 906
White school population, 1905-1906	411,818	63,659	475, 477
White school population, 1904-1905	414,596	55,050	469, 646
Increase	*2,778	8,609	5,831
Colored school population, 1905-1906	190,856	40, 195	231,051
Colored school population, 1904-1905	192,720	34,256	226, 976
Increase	*1,864	5, 939	4,075
Total enrollment in all schools, 1905-1906	423, 437	59,743	483, 180
Total enrollment in all schools, 1904-1905	422,528	51,583	474, 111
Increase	909	8,160	9,069
White enrollment, 1905-1906	290,860	39, 920	330,780
White enrollment, 1904-1905	290,165	35, 125	325, 290
Increase	695	4,795	5, 490
Colored enrollment, 1905–1906	132,577	19,823	152,400
Colored enrollment, 1904-1905	132, 363	16,458	148,821
Increase	214	3,365	3,579
Total average daily attendance, 1905-1906	253, 385	39, 661	293,046
Total average daily attendance, 1904-1905	246,003	34,285	280, 288
Increase	7, 382	5,376	12,758
In white schools, 1905–1906	177, 297	28, 220	205, 517
In white schools, 1904–1905	172,045	24,853	196,898
Increase	5,252	3,367	8,619
In colored schools, 1905–1906	76,088	11, 441	87,529
In colored schools, 1904–1905	73, 958	9,432	* 83,390
Increase	2,130	2,009	4,139
Percentage of school population enrolled, 1905-1906	70.3	57.5	68.3
Percentage of school population enrolled, 1904-1905	69.5	57.7	68.1
Increase	.8	*.2	.2
Percentage white school population enrolled, 1905-1906	70.6	62.8	69.5
Percentage white school population enrolled, 1904-1905	69. 9	63.8	69. 2
Increase	.7	*1.0	.3
Percentage colored school population enrolled, 1905-1906	69.4	49.3	65.9
Percentage colored school population enrolled, 1904-1905	68.6	48.1	65,5
Increase	. 8	1.2	.4
Percentage of enrollment in daily attendance, 1905-1906	60.0	66.0	61.0
Percentage of enrollment in daily attendance, 1904-1905	58.0	66.0	59.0
Increase	2.0		2.0

^{*} Decrease.

SCHOOL ATTENDANCE-Continued.

	Rural.	City.	North Carolina.
In white schools, 1905-1906	61.0	71.0	62.0
In white schools, 1904–1905	59.0	71.0	60.0
Increase	2.0		2.0
In colored schools, 1905–1906	57.0	58.0	58.0
In colored schools, 1904-1905	56.0	57.0	57.0
Increase	1.0	1.0	1.0
Total increase in enrollment 1906 over 1905	909	8,160	9,069
In white schools	695	4, 795	5,490
In colored schools	214	3,365	3,579
Total increase in daily attendance 1906 over 1905	7,382	5,376	12,758
In white schools	5,252	3,367	8,619
In colored schools	2,130	2,009	4,139

SCHOOL ENROLLMENT BY GRADES 1905-06.*

		Rural.		City.			North Carolina.
	White.	Colored.	Total.	White.	Colored.	Total.	Total.
GRADE.							
First	77,630	46,380	124,010	8,862	7,870	16,732	140,74
Second	48,875	27,828	76, 703	5,257	3,638	8,895	85,59
Third	44, 125	22,527	66,652	5,107	2,951	8,058	74,71
Fourth	42,127	18,552	60,679	4,900	2,164	7,064	67,74
Fifth	34,500	10,601	45, 101	4,206	1,377	5,583	50,68
Sixth	25,875	5,300	31,175	3,505	984	4,489	35,66
Seventh	14,383	1,325	15,708	3,213	690	3,903	19,61
HIGH SCHOOL.							
First year	2,174	54	2,228	2,825	102	2,927	5, 15
Second year	802	10	812	1,266	45	1,311	2,12
Third year	291		291	584	1	585	87
Fourth year	78		78	195	1	196	27
Total enrollment	290,860	132,577	423, 437	39,920	19,823	59,743	483,18
Elementary schools	287,515	132,513	420,028	35,050	19,674	54,724	474,75
High schools	3,345	64	3,409	4,870	149	5,019	8,42

^{*}These statistics for 1904-1905 were not available.

NUMBER OF TEACHERS, AVERAGE SALARY AND SCHOOL TERM.

	Rural.	City.	North Carolina.
Total number of teachers, 1905-1906	8,683	1,188	9,871
Total number of teachers, 1904-1905	8,673	1,014	9,687
Increase	10	174	184
White teachers, 1905-1906	6,316	870	7, 186
White teachers, 1904-1905	6,260	745	7,005
Increase	- 56	. 125	181
Colored teachers, 1905-1906	2,367	318	2,685
Colored teachers, 1904-1905	2,413	269	2,682
Increase	*46	49	3
Amount paid all teachers, 1905-1906	\$1,033,846.54	\$ 381,578.94	\$1,415,425.48
Amount paid all teachers, 1904-1905	998, 775. 33	321, 412. 65	1,320,187.98
Increase	35,071,21	60, 166-29	95, 237, 50
Average annual amount paid each teacher, 1905-1906	119.09	321.47	143.44
Average annual amount paid each teacher, 1904-1905	115.16	316.98	136.29
Increase	3.93	4.49	7.15
Amount paid white teachers, 1905-1906	821, 552. 69	306, 160. 87	1,127,713.56
Amount paid white teachers, 1904-1905	783, 823, 42	254, 471. 96	1,038,295.38
Increase	37,729.27	51, 688. 91	89, 418.18
Average annual amount paid each white teacher, 1905-1906	130.07	351.91	156.93
Average annual amount paid each white teacher, 1904-1905	125.21	341.57	148, 22
Increase	4.86	10.34	8.71
Amount paid colored teachers, 1905-1906	212,293.85	75, 418.07	287,711.92
Amount paid colored teachers, 1904-1905	214, 951. 91	66, 940.69	281,892.60
Increase	*2,658.06	8,477.38	5,819.32
Average annual amount paid each colored teacher, 1905–190	89.34	237.91	107.28
Average annual amount paid each colored teacher, 1904-190	89.08	248.85	105.10
Increase	. 26	*10.94	2.18
Average term of all schools, 1905-1906	- 85	169	95
Average term of all schools, 1904-1905	- 84	171	93
Increase	- 1	*2	2
Average term of white schools, 1905-1906	- 86	171	96
Average term of white schools, 1904-1905	- 85	171	94
Increase	_ 1		2
Average term of colored schools, 1905-1906	- 82	167	92
Average term of colored schools, 1904-1905	- 81	168	91
Increase	. 1	*1	1
Average monthly salary of all teachers, 1905-1906	28.02	38.04	30.20
Average monthly salary of all teachers, 1904-1905	27.42	37.07	29.31
Increase	.60	.97	.89

^{*} Decrease.

Number of Teachers, Average Salary and School Term-Continued.

	Rural.	City.	North Carolina.
Average monthly salary white teachers, 1905-1906	30. 24	41.40	32.68
Average monthly salary white teachers, 1904-1905	29.46	39.94	31.52
Increase	.78	1.46	1.16
Average monthly salary colored teachers, 1905-1906	21.78	28.48	23.32
Average monthly salary colored teachers, 1904-1905	21,20	29.62	23.10
Increase	.58	*1.14	.22

^{*} Decrease.

NUMBER OF SCHOOL-HOUSES AND VALUE.

	Rural.	City.	North Carolina.
Total value of all school property, 1905-1906	\$ 1,909,954	\$ 1,815,100	\$ 3,725,054
Total value of all school property, 1904-1905	1,664,345	1,518,573	3, 182, 918
. Increase	245,609	296, 527	542,136
Value of white school property, 1905-1906	1,610,095	1,589,500	3, 199, 595
Value of white school property, 1904-1905	1,390,977	1,321,135	2,712,112
Increase	219, 118	268, 365	487,483
Value of colored school property, 1905-1906	299,859	225, 600	525, 459
Value of colored school property, 1904-1905	273, 368	197, 438	470, 806
Increase	26,491	28, 162	54, 653
Total number of school-houses, 1905-1906	7, 254	193	7,447
Total number of school-houses, 1904-1905	7,209	167	7,376
Increase	45	26	71
Total number white school-houses, 1905-1906	5,053	122	5,175
Total number white school-houses, 1904-1905	5,011	104	5,115
Increase	42	18	60
Total number colored school-houses, 1905-1906	2, 201	71	2,272
Total number colored school-houses, 1904-1905	2,198	63	2, 261
Increase	3	8	11
Average value each school-house, 1905-1906	\$ 263	\$ 9,405	\$ 500
Average value each school-house, 1904-1905	231	9,093	432
Increase	32	312	68
Average value each house (white), 1905-1906	319	13,029	618
Average value each house (white), 1904-1905	278	12,703	530
Increase	41	326	88
Average value each house (colored), 1905-1906	136	3, 177	231
Average value each house (colored), 1904-1905	124	3, 134	208
Increase	12	43	23

$\begin{array}{c} {\tt LOG~SCHOOL\text{-}HOUSES,~DISTRICTS,~AND~DISTRICTS~WITHOUT}\\ {\tt SCHOOL\text{-}HOUSES.} \end{array}$

	1905.	1906.	Decrease.
Number school districts	7,754	7,656	98
White	5, 412	5, 338	74
Colored	2,342	2,318	24
Number log school-houses	557	430	127
White	264	180	84
Colored	293	250	43
Number districts having no houses	. 566	403	163
White	401	285	116
Colored	165	118	47

NUMBER OF RURAL HIGH SCHOOLS, NUMBER OF SCHOOLS HAVING TWO OR MORE TEACHERS, Etc.

WHITE.	1905.	1906.	Increase.
Number of rural white schools	5,294	5,248	*46
Rural white school population	414, 596	411,818	*2,778
Land area of State	48,580	48,580	
Area covered by each rural school	9.2	- 9.2	
School population to each school	78	79	1
Number of schools having only one teacher	4,443	4,298	*145
Number of schools having two or more teachers	851	950	99
Number of schools teaching some high school subjects	832	968	36
Colored.			
Number of rural colored schools	2,284	2,240	*44
Rural colored school population	192,720	190,856	*1,864
Land area of State	48,580	48,580	
Area covered by each rural school	21.3	21.6	.3
School population to each school	. 84	85	1
Number of schools having only one teacher	2,168	2,075	*93
Number of schools having two or more teachers	116	165	49
Number of schools teaching some high school subjects	58	90	32

^{*} Decrease.

NUMBER AND SEX OF TEACHERS.

	Rural.	City.	North Carolina.
Total teachers employed, 1905-1906	8,683	1,188	9,871
Total teachers employed, 1904-1905	8,673	1,014	9,687
Increase	10	174	184
Total white teachers employed, 1905-1906	6,136	870	7,186
Total white teachers employed, 1904-1905	6,260	745	7,005
Increase	56	125	181
Total colored teachers employed, 1905-1906	2,367	318	2,685
Total colored teachers employed, 1904-1905	2, 413	269	2,682
Increase	*46	49	3
White men employed, 1905-1906	2, 155	103	2,258
White men employed, 1904-1905	2,265	90	2,355
Increase	*110	13	*97
White women employed, 1905-1906	4,161	767	4,928
White women employed, 1904-1905	3,995	655	4,640
Increase	166	112	278
Colored men employed, 1905-1906	874	84	958
Colored men employed, 1904-1905	944	73	1,017
Increase	*70	11	*59
Colored women employed, 1905-1906	1,493	234	1,927
Colored women employed, 1904-1905	1,469	196	1,665
Increase	24	38	62

^{*}Decrease.

SCHOLARSHIP AND EXPERIENCE—WHITE TEACHERS.

	Rural.	City.	North Carolina.
Total white teachers, 1905-1906	6, 316	870	7, 186
Total white teachers, 1904-1905	6,260	745	7,005
Increase	56	125	181
First grade, 1905-1906	4,441		4,441
First grade, 1904-1905	4,524		4,524
Increase	*83		*83
Second grade, 1905-1906	1,786		1,786
Second grade, 1904-1905	1,686		1,686
Increase	100		100
Third grade, 1905–1906	89		89
Third grade, 1904-1905	50		50
Increase	39		39

^{*} Decrease.

SCHOLARSHIP AND EXPERIENCE-WHITE TEACHERS-Continued.

	Rural.	City.	North Carolina.
Number having normal training, 1905-1906	796	433	1,229
Number having normal training, 1904-1905	1,015	336	1,351
Increase	*219	97	*122
Number having four years' experience, 1905-1906	2,822	547	3,369
Number having four years' experience, 1904-1905	2,472	482	2,954
Increase	350	65	415
Number having college diploma, 1905-1906	666	495	1,161
Number having college diploma, 1904-1905	680	403	1,088
Increase	*14	92	78

^{*} Decrease.

SCHOLARSHIP AND EXPERIENCE—COLORDO TEACHERS.

	Rural.	City. \	North Carolina.
Total number colored teachers, 1905-1906	2,367	318	2,685
Total number colored teachers, 1904-1905	2,413	269	2,682
Increase	*46	49	3
First grade, 1905-1906	663		663
First grade, 1904-1905	736		736
Increase	*73		*73
Second grade, 1905-1906	1,657		1,657
Second grade, 1904-1905	1,635		1,635
Increase	22		22
Third grade, 1905-1906	47		47
Third grade, 1904-1905	. 42		42
Increase	5		5
Number having normal training, 1905-1906	460	162	622
Number having normal training, 1904-1905	381	87	468
Increase	79	75	154
Number having four years' experience, 1905-1906	1,286	209	1,495
Number having four years' experience, 1904-1905	946	175	1, 121
Increase	340	34	374
Number having college diploma, 1905-1906	178	113	291
Number having college diploma, 1904-1905	142	118	260
Increase	36	*5	31

^{*}Decrease.

FURNITURE OF RURAL SCHOOL HOUSES, 1905-06.*

	White,	Colored.	Total.
Number rural school-houses	5,053	2, 201	7,254
Number houses furnished with patent desks	976	64	1,040
Number houses furnished with home-made desks	3,013	1,174	4,187
Number houses furnished with benches	1,064	963	2,027
Percentage houses furnished with patent desks	19.3	2.9	14.3
Percentage houses furnished with home-made desks	59.6	53.4	57.7
Percentage houses furnished with benches	21.1	43.7	27.9

^{*} These statistics were not available for 1904-1905.

NEW RURAL SCHOOL HOUSES BUILT.

	White.	Colored.	Total.
New houses built 1904-1905	340	49	389
New houses built 1905-1906	359	74	433
New houses built 1905 and 1906	699	123	822
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DISTRIBUTION SECOND \$100,000.

	1905.	1906.	• Increase.
Number of white districts asking aid	2,582	2,681	99
Number of colored districts asking aid	870	920	50
Total amount of aid asked	\$ 116, 252.22	\$ 126, 190.24	\$ 9,938.02
Number of counties asking aid	59	59	
Percentage of white districts asking aid	48	50	2
Percentage of colored districts asking aid	37	40	3

CROATAN INDIANS.

The report of the Superintendent of Robeson County for 1905-06 shows the following facts as to the Croatan Indian schools of that county:

Croatan children of school age	1,880
Croatan children enrolled in schools	1,139
Croatan children in daily attendance	689
Number of teachers	14
Number of school-houses	23
Number of school districts	23
Number of schools during year	20

WORK TO BE DONE AND HOW TO DO IT.

I beg to call your attention next to some of the work yet to be done and to make some suggestions about ways and means of doing it.

School-houses.—There are still 285 white and 118 colored school districts in North Carolina to be supplied with houses. There are 180 white and 250 colored log houses and many old frame houses unfit for use to be replaced. There are hundreds of old houses to be repaired, enlarged, equipped, and beautified. In many counties the average value of public school houses is still less than \$150, and in some counties the average value is less than \$75. The equipment of most of the old houses is poor and entirely inadequate. Some idea of the inadequacy of this equipment may be obtained when it is remembered that in 1905 only \$30,082.37 was spent for furniture and equipment for rural school houses. A comfortable, well-equipped school-house is the first essential of a successful school. Such a house insures permanency and inspires in children and patrons pride and confidence.

In every county there should be a strict enforcement of the law placing the building of school-houses under the control of the County Board of Education and requiring all new houses to be constructed in accordance with plans approved by the State Superintendent of Public Instruction and that board. The law requiring the contract for buildings to be in writing and the house to be inspected, received, and approved by the County Superintendent before full payment is made, should always be rigidly enforced. No more money should be allowed to be wasted on cheap, temporary, improperly constructed houses. Properly enforced, the law is now ample to insure the construction of permanent, comfortable school-houses and to prevent the impositions of inefficient contractors and builders.

School Districts and Consolidation.—In both of my preceding biennial reports this subject was so fully discussed that I deem it unnecessary to enter into any full discussion of it again. Much good work has been done in reasonable consolidation and enlargement of districts. With much benefit to their school interests, some counties have been entirely redistricted. Hundreds of unnecessary little districts have been abolished, but in many counties there are still too many of these little districts. There are still 5,338 white school districts and 2,318 colored school districts. The average area of the white school district in the State is 9.2 square miles. The white school districts might be decreased to half the present number and the average size might be increased to double the present area, and still, as a little calculation will show, in a district of fairly regular size with a school-house near the center, the farthest child would be within three miles of the house, and a large majority of the children would, of course, be much nearer. The decrease in the number of school districts means, of course, an increase in the money for each district, an increase in the number of children in each school, an increase in the number of schools with more than one teacher, affording instruction in more advanced branches of study, a better classification of the children, a reduction in the number of classes necessary for each teacher, an increase in the time that each teacher can give to each class, a concentration of the

energies of the teacher upon fewer subjects, a stimulation of the children to greater effort by the greater competition and greater mental friction of larger numbers.

This work of enlarging the school districts by the consolidation of unnecessary small districts or by redistricting townships and counties must, of course, be carried on with wisdom, discretion, and justice. Every child has a right to be within reasonable walking distance of some school, but any healthy child can better afford to walk two or three miles to get to a good school than to attend a poor one at his gate. It is wiser and more economical to have one school taught in one good house with two or three good teachers than to have two or three little schools in poor little one-room houses, taught by one teacher with a handful of children, with almost as many classes as children. For a fuller and more detailed discussion, however, of this subject and of the extravagance and unwisdom of a multiplicity of unnecessary little districts, I beg to refer you to my preceding biennial reports.

Better Classification and More Thorough Instruction.—Through the use of a graded course of study sent out in pamphlet form from my office and the new registers and new blanks for teachers' reports, some good work has been done in classifying and grading the rural public schools. Much more remains still to be done. Upon this subject I beg to quote from my biennial report of 1902-1904:

"A recent inquiry concerning the course of study and the classification of pupils in the public schools of the State reveals a great lack of uniformity and, in some counties of the State, a somewhat chaotic condition. I sent to all County Superintendents blanks for reports of the daily programs and of the progress made by the various classes. These blanks were sent to the public school teachers, and the Superintendents were requested to send the best ten to my office. A careful examination of these and a compilation of their contents showed that the average number of recitations in the school with one teacher undertaking to give instruction in all subjects required by law to be taught in the public schools varied from 35 to 55.

"In order, to give instruction in all the subjects the teaching of which is made mandatory under the law, at least 21 recitations a day will be required. The legal length of a school day is six hours, hence an average of only twelve minutes could be allotted to a recitation in any school with only one teacher. The folly of even expecting thorough and successful instruction in so many subjects in so many classes by one teacher is apparent without argument. The need for a better classification so as to reduce the classes to the smallest possible number, thereby giving the longest possible time to each class, is also apparent. Owing to the different ages of the children, ranging from six to twenty-one years, and the different degrees of advancement, about as many classes will be necessary in a school with one teacher as in a school with two or more teachers, the chief difference being, of course, in the number of children in a class. Unless some means, therefore, can be found for increasing the number of schools with two or more teachers and decreasing the number of schools with only one teacher, I see but little hope of successful instruction in any of the high school branches or of improving materially the instruction even in the elementary branches known as the common school branches. It is apparent that in a well-classified school with two or three teachers, with few if any more classes than a school with one

teacher, each teacher will have two or three times as much time for each class, and will be able to concentrate his thought and energies upon fewer classes and subjects and, consequently, to do more thorough teaching in those subjects, and that at least one of the teachers would have time for instruction of the older children in the higher branches. I have been so firmly convinced of the impossibility of thorough instruction by one teacher in more than the elementary branches, that I have advised in the preface to the Course of Study that only in exceptional cases should instruction in any higher branches ever be undertaken in any school with only one teacher.

"The only means of reducing the number of schools with only one teacher and getting more schools with two or more teachers and the better classification, more thorough instruction and more advanced work so necessary for the growth and development of our public school system are to be found in reasonable consolidation and local taxation. By means of consolidation more teachers and more children can be brought together into one school, and by means of local taxation more money will be available for the employment of more teachers at better salaries and for the lengthening of the school term. In the meantime, through the adoption of the graded course of study heretofore referred to, and its enforcement in all the public schools, the work of the public schools can be greatly improved in uniformity, definiteness, thoroughness and classification."

Illiteracy and Non-attendance and How to Overcome Them—Compulsory Attendance.—With 175,325 native white illiterates over ten years of age, or 19.6 per cent., according to the United States Census of 1900; with 54,208, or 19 per cent., native white illiterates of voting age; with 45,632 native white illiterates between ten and nineteen years of age, with only 68 per cent. of the white children between the ages of six and twenty-one enrolled in the public schools and only 42 per cent. of them in regular daily attendance, with about 144,000 white children between these ages unenrolled in the public schools, with North Carolina still standing in the United States Census of 1900 next to the last in the column of white illiteracy, the urgent need of finding and enforcing some means of changing as rapidly as possible these appalling conditions must be apparent to every thoughtful, patriotic son of the State.* Two means snggest themselves:

- 1. Attraction and persuasion.
- 2. Compulsory attendance.

Attraction and Persuasion.—"Much has been done, much more can be done, to increase attendance through the attractive power of better houses and grounds, better teachers, and longer terms. An attractive school-house and a good teacher in every district, making a school commanding by its work public confidence, respect and pride, would do much to overcome non-attendance. The attractive power of improved schools and equipment to increase attendance is clearly demonstrated by the statistics of this report, which show, with few exceptions, the largest per cent. of attendance in consolidated districts, rural special tax districts and entire counties that have the largest school fund, the longest school terms, and the best schools.

"The general rule seems to be, then, that attendance is in direct proportion to the efficiency of the schools and the school system. I have already called your attention to the fact that with the improvement in the public

^{*}These figures have, of course, been materially decreased since the U.S. Census of 1900.

school house and schools, and the increased educational interest during the past few years, has come also an increase in the per cent. of enrollment and attendance in the public schools.

"Much can also be done to increase the attendance upon the public schools by earnest teachers, who will go into the homes of indifferent or selfish parents whose children are not in school, and by persuasive argument and tact and appeals to parental pride, induce many of these parents to send their children; who will seek out children in homes of poverty, and remove, through quiet, blessed charity, the causes of their detention from school. From the census and from the report of the preceding teacher recorded in the school register each teacher can ascertain at the beginning of the session the names of all illiterates and non-attendants of school age in the district and the reported causes of non-attendance. Under the rules recommended by the State Superintendent and adopted by many County Boards of Education the teacher is required to spend two days immediately preceding the opening of the school in visiting the parents and making special efforts to get these children to attend school. I have no doubt that many of these can be and will be reached by these efforts. Much can be done, also, by active, efficient school committeemen and other school officers who will take an interest in the school and aid the teachers in finding and bringing in the children.

"The compelling power of public opinion will do much to bring children into the school. Logically as public sentiment for education increases, public sentiment against non-attendance will increase. Public opinion might, in many communities, be brought to the point of rendering it almost disgraceful for parents to keep children at home without excellent excuse during the session of the schools. Self-respecting parents would be loath to defy such a public opinion and run the risk of forfeiting the esteem of the best people of the community.

"It is the tragic truth, however, that there are some parents so blinded by ignorance to the value and importance of education, and others so lazy, thriftless or selfish that they cannot be reached by the power of attraction and persuasion, or the mild compulsion of public opinion." It is the sad truth that those whose children most need the benefits offered by the public schools are hardly to be reached by any other means but compulsion.

No stronger or more conclusive evidence of the impossibility of overcoming illiteracy and non-attendance by the mild means of attraction, persuasion and public opinion can be found than the fact revealed by this report that the percentage of enrollment and attendance is larger in the rural districts than in the towns and cities with their superior attractions of better houses, longer terms, more teachers, trained Superintendents, shorter distance to travel, paved streets, etc.

Compulsory Attendance.—Knowing the conservatism and the independence of our people and their natural resentment of the suggestion of compulsion in anything, I have been slow in reaching the conclusion that a compulsory attendance law was necessary and wise for North Carolina. A careful investigation of the existing conditions in North Carolina and of the means by which similar conditions have been effectively remedied in other States and other countries has forced me to the conclusion that non-attendance, irregularity of attendance and the resulting illiteracy will never be overcome except by reasonable, conservative compulsory laws. For five years and more we have

been building new, attractive, comfortable school-houses at the average rate of more than one a day for every day in the year; we have been improving the equipment and increasing in every way the attractiveness of the houses and grounds, we have been carrying on a vigorous campaign with considerable success through a friendly press, through public addresses, through the widespread circulation of literature for the cultivation of public sentiment and for the increase of interest and enthusiasm for education; we have been increasing the expenditure for all educational purposes, we have been systematizing and improving the course of study, we have been increasing the compensation, the efficiency and the qualifications of County Superintendents and teachers; we have been lengthening the school term; County Superintendents, teachers and school officers have been increasing their efforts to increase the attendance, and still thousands of white and colored children have remained out of the schools and are now on the straight road to illiteracy. In spite of all these efforts of attraction and persuasion, the per cent. of enrollment during the five years, and the per cent. of average daily attendance have been increased but little.

The tendency of illiteracy is to perpetuate itself. The majority of these illiterate children are the children of illiterates and perhaps the descendants of generations of illiterates. It is natural that ignorance and illiteracy, being incapable of understanding or appreciating the value and the necessity of education, should be indifferent and apathetic toward it—just as natural as it is for the children of darkness to love darkness rather than light. The intervention of the strong arm of the law is the only effective means of saving the children of illiteracy from the curse of illiteracy. The intervention of the strong arm of the law is, in my opinion, the only hope of saving also the children of literate, and, sometimes intelligent, parents, from the carelessness, indifference, incompetency, laziness, thriftlessness or selfishness of such parents.

No child is responsible for coming into the world, nor for his environment when he comes. Every child has a right to have the chance to develop the power to make the most possible of himself in spite of his environment during the helpless and irresponsible period of childhood. No man, not even a parent, has any right to deprive any child of this inalienable right. This right is vouchsafed as a constitutional right to every child in North Carolina by the following clauses of our State Constitution:

"The people have the right to the privilege of education, and it is the duty of the State to guard and maintain that right." Article I, Section 27.

"Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." Article IX, Section 1.

"Every person presenting himself for registration (to vote) shall be able to read and write any section of the Constitution in the English language" (to go into effect December 1, 1908). Article VI, Section 4.

The right of the State to intervene and protect the child in this right and to protect itself, society, and humanity against the ignorance of the child is recognized and clearly set forth in the following clause in the State Constitution: "The General Assembly is hereby empowered to enact that every child of sufficient mental and physical ability shall attend the public schools during

the period between the ages of six and eighteen years for a term of not less than sixteen months unless educated by other means." Article IX, Section 15.

Not only has the child a natural and constitutional right to have the chance to develop through education the powers that God has given him and thereby make the most of himself, and, therefore, to have the law intervene, if necessary, to secure this right to him, but the taxpayer, also, has a right to demand the intervention of the government that compels him to pay his taxes for the support of the schools, to secure to him the protection that he pays for against the ignorance of the child. The government has the right to intervene, if necessary, to protect itself, society, liberty and property against the dangers to all to be found in ignorance, according to the experience of mankind and the evidence of all human history. If it has the right to tax its citizens for protection, it has the right to adopt the necessary means to insure, as far as possible, that protection. If the State or the community has the right to correct and punish crime and vice, so often resulting from ignorance and illiteracy, it ought to have the right to take the necessary steps to remove the cause. Prevention is cheaper and better always than correction and punishment.

Compulsory attendance laws are the only means found effective by other States and other countries of the world for overcoming illiteracy or largely reducing it. Practically all important foreign countries, except the ignorant countries of Russia, Spain, and Turkey, have found it necessary to adopt compulsory attendance laws in order to overcome illiteracy, and have found them effective in overcoming it. Thirty-five of the 46 States of the American Union have been compelled to resort to the same means of overcoming it, and are finding the means effective. Illiteracy is least in the States and countries that have compulsory attendance laws, and greatest in those that have not. Virginia and Kentucky are the only States which may be called Southern that have such laws. Eighteen per cent, of the total white population of the United States reside in the Southern States; 33 per cent. of all the white illiterates of the United States reside in the Southern States. The compulsory attendance States and countries contain more than 80 per cent. of all the people of the world that we call enlightened and progressive, and are the greatest, richest, and most progressive people in the world. No State or country in modern times, so far as I have been able to ascertain, has ever repealed a compulsory attendance law after it was once enacted. If such laws have been found beneficial and effective in all these great States and countries, will they prove otherwise for North Carolina? One of the most striking illustrations of the effectiveness of compulsory attendance laws in reducing illiteracy is that of France. In 1882 a compulsory education act went into effect. At that time 31 per cent, of the French people were illiterate; in 1900, the illiteracy had been reduced to 6 per cent. As bearing upon the question of effectiveness of compulsory attendance laws in reducing or overcoming illiteracy, the following tables of comparative illiteracy in typical Southern States that have no compulsory attendance laws and typical New England and Western States that have such laws will be interesting and suggestive:

*TABLE A .-- NATIVE WHITE ILLITERATES OVER TEN YEARS OF AGE.

		Per Ct.
Southern States	959,799	12.4
Virginia	95,583	11.4
North Carolina	175,325	19.6
South Carolina	54,177	13.9
Georgia	99,948	12.2
Mississippi	35,432	8.1
Massachusetts	3,912	0.5
Rhode Island	1,196	1.0
Connecticut	1,958	0.6
Michigan	12,154	1.5

*TABLE B .- NATIVE WHITE ILLITERATES OF VOTING AGE.

		Per Ct.
Southern States	307,236	12.2
Virginia	35,057	12.5
North Carolina	54,208	19.0
South Carolina	15,643	12.6
Georgia	31,914	12.1
Mississippi	11,613	8.3
Massachusetts	1,927	0.6
Rhode Island	550	1.2
Connecticut	1,040	0.9
Michigan	6,406	2.2

*TABLE C.—NATIVE WHITE ILLITERATES BETWEEN TEN AND FIFTEEN YEARS OF AGE.

Southern States	262,590
Virginia	23,108
North Carolina	45,632
South Carolina	17,839
Georgia	25,941
Mississippi	10,212
Massachusetts	416
Rhode Island	100
Connecticut	160
Michigan	1,141

As bearing upon the effect of illiteracy upon immigration the following table will be suggestive. The first column gives the natives of the given State now living in other States; the second column gives the residents of the given

^{*}These tables are taken from an excellent paper on Compulsory Education by Prof. W. H. Hand, printed in the "Proceedings of the Eighth Conference for Education in the South." They are based on the U. S. Census of 1900.

State born in other States; the third column gives the loss or the gain the given State has sustained. In this table the total population is included:

Southern States*	3,421,660	2,762,508	659,152 Loss
Virginia	587,418	132,166	455,252 Loss
North Carolina	329,625	83,373	246,252 Loss
South Carolina	233,292	54,518	178,774 Loss
Georgia	410,299	189,889	220,410 Loss
Mississippi	296,181	215,291	80,890 Loss
Massachusetts	299,614	401,191	101,577 Gain
Rhode Island	61,358	78,903	17,545 Gain
Connecticut	142,254	150,948	8,694 Gain
Michigan	288,737	$407,\!562$	118,825 Gain

The tide of emigration has evidently flowed from illiterate to literate; from ignorance to intelligence; from darkness to light.

To sum up, in view of the fact that only 68 per cent. of the total school population of the State, 69 per cent. of the white and 65 per cent. of the colored, is ever enrolled in the public schools and only about 42 per cent. of the white school population and about 36 per cent, of the colored is in daily attendance; in view of the large number of illiterates, white and colored, and of the large number of children of school age on the straight road to illiteracy in North Carolina, can any honest citizen doubt the need of the intervention of the strong arm of the law through compulsory attendance to overcome such conditions? In view of the constitutional provisions guaranteeing to every child the privilege of education and imposing upon the State the duty to provide and encourage the means for it, and of the constitutional amendment recently adopted prescribing an educational qualification for suffrage and citizenship; in view of the divine right of every child to make the most possible of himself in spite of any sort of environment in childhood, for which he can in no sense be held responsible, can any citizen fail to recognize the constitutional and the natural right of every child to have guaranteed to him the opportunity to get an education and the duty of the law to intervene to prevent any man from depriving any child of this natural and constitutional right? In view of the fundamental fact established by the experience of mankind that in universal education is to be found the best protection to life, liberty and property, and that, therefore, it is right and wise for the government to tax every citizen to provide the means of universal education, and thereby secure protection to itself and to every other citizen; in view of the further fact that every citizen taxed for this purpose has the right to demand from the government compelling him to pay the tax the protection that he has paid for against the ignorance of every child, can any reasonable man doubt the right and the duty of the State and the community to compel the child to use the means of protection provided and to intervene to prevent the parent from preventing the child from using them? In view of the further fact that compulsory attendance laws are the only means found effective in all other States and in all foreign countries for reducing and overcoming illiteracy, is not any reasonable

^{*}These tables are taken from an excellent paper on Compulsory Education by Prof. W. H. Hand, printed in the "Proceedings of the Eighth Conference for Education in the South." They are based on the U. S. Census of 1900.

man forced to the conclusion that North Carolina will be compelled to resort to the same means in order to bring all of her children into the schools provided for them and thus reduce illiteracy and secure to every child his right, to the government its safety, and to the tax-payer the protection that he pays for?

There is already considerable sentiment in the State for a compulsory attendance law, and the sentiment seems to be increasing. The conditions are so different in different sections and different counties of the State that it might not be wise to pass a State compulsory attendance law and undertake to put it into operation at once in every part of the State. It is safest not to force public opinion, but to cultivate it along right lines with patience and persistence and tact. In communities and counties in which the conditions are favorable for it, and in which a healthy public sentiment demands it or can be brought to demand it, I can see no good reason now why compulsory attendance should not be enacted and enforced. There are already many such communities, and even some entire counties. I beg to suggest, therefore, for your consideration the enactment of a mild, reasonable, conservative, compulsory attendance law requiring all children to attend the public schools, unless attending some other school, at least four months or more each year between the ages of eight and twelve years. All the machinery necessary for the successful execution of this law could be set out in the act and then a proviso could be added authorizing the County Board of Education of any county, upon petition or vote of a · majority of the patrons of any public school, or of the tax-payers or qualified voters of any public school district or any township or any county to put the law into execution for said school, said district, said township, or said county. If deemed wisest, the act could give the County Board the discretion of acting upon the matter by petition or of submitting it to a vote in an election to be ordered by them. As expressive of the views of the County Superintendents upon this subject, I beg to call your attention to the following resolutions submitted by the committee on resolutions to the State Association of County Superintendents at the last annual meeting of that body in June, and, after discussion, adopted:

Your Committee on Resolutions beg to submit the following report:

Resolved, 1. That we express our gratification at the growing sentiment in

favor of compulsory school attendance.

Resolved, 2. That the State Superintendent of Public Instruction in his biennial message to the Legislature suggest the passage of some measure which meets this growing sentiment by giving to the people the right by majority vote in any county, townhip or school district to establish compulsory attendance in such county, township or district.

C. W. MASSEY, W. T. R. Bell, THOS. R. FOUST, C. W. HOWARD, F. P. HALL, Committee.

In this way the problem of compulsory attendance could be worked out in smaller areas where public sentiment was favorable, and other communities would be stimulated and encouraged to follow such successful examples and object-lessons.

The Education of the Negro.—As the conditions have not changed since my last report, and as I have seen no reason to change my views upon the subject of the education of the negro, I shall repeat here the views expressed in my preceding biennial report, changing only the figures used in that report so as to conform to the correct figures for this blennial period.

"It would be easier and more pleasant for me to close this report without undertaking to discuss this most perplexing problem of the education of the negro, about which there are so many conflicting and widely divergent views among my people. This is a part, however, of the educational problem of the State and, in some respects, the most difficult part. It is, therefore, my duty to study it and to give to you and through you to the General Assembly and to the people my honest views about it. He is a coward that basely runs away from a manifest duty.

"In considering this question of negro education it is necessary to lay aside, so far as possible, prejudice on the one hand and maudlin sentimentality on the other. There has been too much of both. For an expression of my general views upon this question I beg to refer you to my report for 1900-1902, pages 6 to 12. I have seen no reason to change or materially to modify these general views.

"In justice to the negro and for the information of some of our people who have been misled into thinking that a large part of the taxes that the white people pay is spent for the education of the negro, it may be well in the outset to give a brief statement of the facts in regard to the apportionment of the school fund. As is well known, under section 4116 of the School Law, the apportionment of the school fund in each county is practically placed absolutely under the control of the County Board of Education, the only restriction laid upon the board therein being that the funds shall be apportioned among the schools of each township in such a way as to give equal length of term as nearly as possible, having due regard to the grade of work to be done, the qualifications of the teachers, etc. The Constitution directs that in the distribution of the fund no discrimination shall be made in favor of either race. This report shows that in 1905 the negroes of city and rural districts received for teachers' salaries and building school-houses \$304,395,82 for 226,976 children of school age. The whites received for the same purpose for 469,646 children of school age, \$1,277,422.22. The negroes, therefore, constitute about one-third of the school population and receive in the apportionment for the same purposes less than one-fifth of the school money. This report shows that the negroes paid for rural schools in taxes on their own property and polls about \$106,142.03, or nearly one-half of all that they received for school purposes. Add to this their just share of liquor licenses and fines, forfeitures and penalties, most of which they really pay, and their share of the large school tax paid by corporations to which they are entitled under the Constitution by every dictate of reason and justice, and it will be apparent that if any part of the taxes actually paid by individual white men ever reaches the negro for school purposes, the amount is so small that the man that would begrudge it or complain about it ought to be ashamed of himself. In the face of these facts, any unprejudiced man must see that we are in no danger of giving the negroes more than they are entitled to by every dictate of justice, right, wisdom, humanity and Christianity.

"Their teachers are not so well qualified and have not spent so much money on their education, their expenses of living are much less and, therefore, they do not need and ought not to have as much per capita for the education of their children; but there is more real danger of doing the negro an injustice in the apportionment of the school fund, even after considering all these things, by withholding his equitable part, than of doing the white race any injustice by giving him too much.

"When we are apportioning only \$304,395.82 for the education of 226,876 negro children—and some of us are complaining about that—we need not be entertaining many hopes of giving the negro much helpful industrial education yet, for everybody ought to know that this amount is not sufficient to give this number of children thorough instruction in the mere rudiments of reading, writing, and arithmetic, so essential to civilized living and intelligent, efficient service in the humblest calling of life. As long as we are appropriating only this much money for this number of children, nobody need have any real concern about turning the negro's head by the study of Latin and Greek and other higher branches of learning. The statistical tables of this report show that not a single negro is reported as studying Latin in a single public school of the State. The fact is that at present we are not giving or seeking to give the negro in the public schools more than instruction in the mere rudiments of learning, nor is it possible with our present available funds to give him more than this. No one believes more thoroughly than I in industrial and agricultural education for the negro; but as pointed out above, however desirable it may be, such education for the majority of negroes is hardly to be considered unless we put more money into their schools.

"The negro is here among us through no fault of his own, and is likely to remain here. There are but two roads open to him. One is elevation through the right sort of education, the other is deterioration and abasement through ignorance and miseducation, inevitably leading to expulsion or extermination. We must help him into the first if we can. If we do not our race will pay the heaviest penalty for the failure.

"My experience and observation in this work and my larger acquaintance with the people of the State and their feeling, has deepened my conviction that the only hope in education beyond the point of mastery of the rudiments of learning for the negro race is to be found in agricultural and industrial training—largely in agricultural training. Unless we can give him such training in the schools as will help to make him a more industrious and efficient workman and to save him from vice and idleness, the negro race is doomed; and unless we can demonstrate this objectively to the white people of the South through living epistles of the lives and characters of the negroes so educated, they will find a way, justly or unjustly, to withdraw all their aid to his education. The opponents of negro education contend that the sort of education the negro has been receiving in the public schools has put false notions into his head, has turned him away from work and encouraged him to make a living by his wits without work. They point to the superiority of the old-issue negro over the new-issue negro in character, industry, reliability and in nearly all the virtues that make up good citizenship. The contrast between the negro of the old school and the modern negro is too often to the detriment of the modern negro.

"These opponents of negro education, with the lack of logic characteristic of the man who draws general conclusions from a few particulars and sees only what is superficially discernible without looking for deeper and more farreaching causes, ascribe the cause of this difference to the little education that the negro has received. The modern negro has had some sort of education and the old-issue negro had none, therefore they argue education is the cause of the inferiority of the modern negro. They forget that the best of the old negroes were trained in the best industrial schools, on farms and in shops for the work that they were to do in life, under the direction of intelligent masters; that in many instances the intimacy of relation between them and the families of humane masters afforded them an environment, association and example that proved most potent in shaping and strengthening their characters; and that the whole social system of the old régime was conducive to training the negroes in obedience, self-restraint and industry. Though these old negroes were ignorant of books, they were, from earliest infancy, trained and educated in many of the essentials of good citizenship and efficient service. The present generation of negroes has been given a mere smattering of the essentials of knowledge and left untrained in those other things so essential to life and happiness and progress. The new generation, without preparation, were ushered into freedom and have been left to follow largely their own will without direction or restraint save that of the criminal law, without elevating associations, without leaders or teachers, save a few rare exceptions.

"Under the old régime their masters were educated, and many of their masters, as the negroes saw it superficially, lived without work, while they were compelled to work. Is it any wonder, therefore, that the negro should have had a false idea of education and followed it to his ruin in too many cases? Is it any wonder that work was associated in his mind with slavery and, therefore, disgraceful: that idleness was associated with education and wealth as embodied in his former master, and, therefore, honorable? A race not trained to think would not find it hard to draw from these superficial facts the conclusion that the great blessing of education was freedom from work, that idleness was honorable, that work was dishonorable. The few among the negroes, therefore, who succeeded in acquiring a little knowledge first became at once a sort of aristocracy, and the temptation to these few to make their living by their wits out of the ignorant many of their race was too great for a race in its childhood to resist. Is it any wonder, then, that we had after the days of reconstruction a multitude of pretentious, half-taught, bigoted preachers and school-teachers constituting themselves leaders of their race and filling the negroes by example and precept with all sorts of false notions about education, character, life, work, and citizenship? Their conception of their own importance was greatly magnified by the court paid to them as self-constituted leaders of their race, by political demagogues desiring to ride into positions of prominence and profit upon negro votes. By the Constitutional Amendment we are happily rid of this danger. The negro's ideals were not much elevated by the example and teachings of our Northern neighbors who came among us as educational missionaries to him, but who were ignorant of the real social and industrial conditions of the South, and who were often prompted by honest but blind prejudice, and oftener, perhaps, by honest but tragic fanaticism. After the lapse of thirty years we are reaping

the harvest of such sowing. Is it not time for us to have learned the lesson that it teaches? We must take charge of negro education and direct it along saner lines. We must no longer leave the blind to lead the blind.

"We cannot answer effectively this prejudice against negro education arising from the results produced by causes largely attributable, perhaps, to revolutionized social, political and industrial conditions wrought by the tornado of civil war, save with a practical demonstration of the better results of a better education. All the evils of a reconstruction of society, life and government upon a weak race unprepared for such changes, ushered into the new order of things with but few intelligent, wise, right-thinking leaders, without power of proper self-restraint or self-direction, have been laid by the demagogues, by the unthinking, and by some other men and women as honest and patriotic as any that breathe, at the door of partial education as the quickest, easiest and most plausible solution of the unsatisfactory results. Too few stop to think what might have been the result if the new generation of negroes had been allowed to grow up in absolute ignorance under these changed conditions, with the rights and freedom of citizens of a Republic without the restraint of the training and the association of educated masters, as under the old system. Too few stop to think that whatever of deterioration there may have been in the new generation of negroes as compared with the old may be more attributable to a change in civilization and in the whole order of things than to the little learning that he has received. Too few stop to think of the danger and the unfairness of the sort of reasoning that compares the best of the old generation of negroes with the worst of the new, that compares the partly educated negro of the present generation with the illiterate negro of the old generation, who, though ignorant of books, had much knowledge of many useful industries and trades and better opportunities of acquiring such knowledge, instead of comparing the literate negro of the new generation with the illiterate negro of the new generation, that ascribes all the faults found in the new generation to the smattering of learning that they have received and all the virtues found in the old generation to their illiteracy. One is partly educated, the other was illiterate; therefore education is the cause of the faults of the one and illiteracy of the virtues of the other. The absurdity of such logic ought to be manifest to the average man. Here are two men, one educated, the other ignorant. One becomes a murderer, for there have been educated murderers in all times; the other becomes a good citizen, for there have been ignorant good citizens in all times; therefore education makes murderers and ignorance makes good citizens.

"In the consideration of a great question like this men should look deeper than the mere surface facts and see the danger of drawing universal conclusions from single facts and undertaking to settle the educational destiny of a whole race for all time by the experience of a mere quarter of a century under most unfavorable conditions. The old order has passed, never to return. We must face the future under the new order. Would it not be wise to ask and to seek to answer without prejudice or partiality these and similar questions: Are not the changes in the negro mostly attributable to the changes in the order of things? According to the testimony of all the ages, has ignorance ever been found a remedy for anything? According to the testimony of all the ages, may not education of the right sort, properly directed by those who

have right ideals and know how to direct it, prove a remedy for many of these undesirable changes in the negro incident largely to this unavoidable and radical change in his life, environment and relations to those about him? May not his condition and character have been infinitely worse and more brutal under the changed order of things without the little training that he has received from conscientious teachers here and there, even in the poor schools that have been opened to him, and without the little glimpses of a better life and the aspirations for it and the acquisition of a little power to reach out after it that he has obtained here and there even in these schools? These are questions to which conscientious men and women should give serious consideration before condemning and abandoning the experiment of the education of the negro.

"It is my firm conviction, as I have said above, that we must demonstrate by a better sort of education for the negro, and a more effective sort, that it may be helpful to him and to us before we can hope to convince many of our people that education, even of the right sort, is a good thing for the negro. We cannot answer argument and prejudice much longer by theory and appeals to conscience. It is my conviction, also, that the best training and education for the masses of the negroes in the South is agricultural. It is of course absolutely essential for every human being to have first a mastery of the essentials of knowledge, such as will give him a reasonable degree of intelligence. The negroes have not yet acquired this, nor would I preclude the few negroes that manifest an adaptedness to scholarship and learning and a power to acquire them from the opportunity to pursue the study of the higher branches of learning. I must express the conviction, however, that this class of negroes will be found to constitute but a small per cent, of the race at present, and perhaps for some generations to come.

"I believe that farm life offers the safest environment for the negro, or, as for that matter, for any other race, in its primitive stage of progress and civilization. Strange to say, however, the tendency of the negro is to flock to the towns where the temptations to idleness and vice and dissipation of every sort are manifold greater than in the country, and are usually greater than negro weakness can stand. The health conditions, too, in the towns are worse. Scores are sometimes huddled together in small rooms and houses without regard to the laws of health or sex. It can but prove ruinous to the negro if he seeks town life before his race has grown stronger in character and intellect and industry and in all the essentials of racial strength by the Antean touch of Mother Earth in the quiet country life on the farm.

"There is greater demand on the farm for the negro in the South at present. It is the one open door for him, as I see it. Not only is there great demand for his services on the farms already under cultivation, but there are also vast territories of uncultivated lands, exceeding, perhaps, the cultivated territory, that invite his industry and offer ample compensation for intelligent cultivation and for increase in the wealth and prosperity of the State. If the negro can be trained and educated to occupy this field intelligently and contentedly, thus demonstrating that his education has fitted him for making better crops and more money for himself and his landlord, and has developed in him the power and the ambition gradually to acquire little holdings of his own and to help redeem from waste the great wealth of these thousands and

hundreds of thousands of acres of untilled lands, he will win the confidence, respect, support and aid of Southern white men because he will deserve them, and he will win a permanent place in Southern life because he will have made himself indispensable to it. Unless he does this, the time is not far distant when Southern farmers will be compelled to import foreign white laborers, when even this safest door will be closed to the negro.

"Since the consolidation of the State colored normal schools, under the supervision of the new Superintendent, Mr. C. L. Coon, we have already begun to develop in a small way at the three colored normal schools departments for industrial and agricultural training with a view to giving this training to the teachers of the race and instilling into them right ideals. We are handicapped, however, in this work by the insufficiency of the appropriation for these schools and by lack of permanent plants for them. I do not see why these State colored normal schools and the A. and M. College for the colored race at Greensboro might not be made the nucleii for eventually working out a successful plan of agricultural and industrial education for the negro race by training at these institutions teachers for this sort of education, and, finally, when the means can be found for it, establishing in the counties, especially the counties with large negro population, one or more schools for giving this sort of training to the negroes, making these schools a part of the same general system and placing them all under the same general management and supervision. It will, however, require time and money to work out this plan.

"This question of negro education is, after all, not a question of whether the negro shall be educated or not, for it is impossible for any race to remain in this great Republic in the twentieth century uneducated. The real question is, therefore, how he shall be educated and by whom it shall be done. If his education is not directed by us, others that do not understand our social structure, that are ignorant of the nature and needs of the negro and have false notions of his relation to the white race in the South, will take charge of it. Our safety, then, lies in taking charge of it ourselves, and directing it along lines that shall be helpful to him and to us, and in harmony with our civilization and society and with his nature.

"There is another phase of this problem of negro education worthy of the serious consideration of our people. It is manifest to me that if the negroes become convinced that they are to be deprived of their schools and of the opportunities of an education, most of the wisest and most self-respecting negroes will leave the State, and eventually there will be left here only the indolent, worthless and criminal part of the negro population. Already there has been considerable emigration of negroes from the State. There is no surer way to drive the best of them from the State than by keeping up this continual agitation about withdrawing from them the meager educational opportunities that they now have. Their emigration in large numbers would result in a complication of the labor problem. Some of our Southern farms would be compelled to lie untenanted and untilled. The experience of one district in Wilson County illustrates this. The County Board of Education found it, for various reasons, impossible to purchase a site for a negro school-house. Before the year was out the board received several offers from farmers in the district to donate a site. Upon inquiry by the chairman of the board as to the

reason of these generous offers, he was told that when it was learned that no site for the school-house could be secured and that the negroes were to have no school in that district, at least one-third of the best negro tenants and laborers there moved into other districts where they could have the advantages of a school. This is a practical side of this question that our people would do well to consider. What happened in this district will happen in the entire State if we give the best negroes reasonable grounds to believe that their public school privileges are to be decreased or withdrawn.

State Colored Normal Schools,-In June, 1905, the State Colored Normal School at Franklinton was abolished, thereby reducing the number of these schools to three, located at Winston, Elizabeth City and Fayetteville. At that time the State owned no property for these schools at any of these points except a small amount of school furniture. Realizing the necessity of having a permanent plant and better equipment, if these schools were to be made of any service in the proper training of negro teachers and the inculcation of proper ideals of negro education, the State Board of Education set to work to secure permanent plants for these three schools, and to enlarge and improve their equipment. An appeal was made to the citizens, white and colored, of Winston. Elizabeth City and Fayetteville to raise funds for these purposes, with the promise from the State Board of Education to add to this as much of the annual appropriation as could be saved by the strictest economy above the annual current expenses of teachers' salaries, etc., and to endeavor to secure from the next General Assembly a reasonable increase of the annual appropriation for the purpose of adding suitable plants and equipment for these schools. The annual appropriation is now \$13,000 for the three schools. The following summary gives the result of the combined effort of these citizens and of the State Board to accomplish this purpose:

At Elizabeth City the citizens have contributed eighteen acres of land valued at \$1,800, a city lot valued at \$3,000 and good pledges amounting to \$2,000. The State Board has placed to the credit of the building fund \$1,000, making available at this point for a permanent plant and equipment, \$7,800; only \$1,000 was contributed by the State.

At Fayetteville the citizens have contributed twenty-six acres of land valued at \$1,500, good pledges amounting to \$500, and the State Board has added to the building fund \$500, making available at this point for a permanent plant and equipment, \$2,500.

At Winston the citizens contributed \$10,000 on property consisting of sixteen acres of land and excellent buildings and equipment originally costing about \$44,000 and easily worth \$22,000, and school furniture was donated by teachers and students valued at \$125; the State Board of Education contracted to pay \$12,000 for the entire property and has paid \$2,500 on the debt in addition to the interest. This makes available, therefore, at Winston a plant and equipment worth \$22,000, on which there is now a debt of only \$9,500.

During the past two years the State, therefore, with the aid of these contributions from citizens, has accumulated funds and acquired property for the three colored normal schools at these three points amounting to \$17,825, at an expense of only \$5,100 to the State. This sum of \$5,100 has been saved from the annual available appropriation to these schools by a reduction of the number of schools and by rigid economy.

The annual appropriation to these schools is now only \$13,000. They have been placed under the supervision of a competent, experienced white Superintendent, Mr. Charles L. Coon. Under his management it has been sought to make these schools real training schools for negro teachers, to give these teachers a thorough knowledge of the subjects required to be taught in the public schools and to instil in them wise and sane ideals for the education of their race, that they may in turn be prepared to give the children of their race, through the public schools, such training and such ideals as will better fit them for the work that they must do in the world and for usefulness in their sphere of action. His report, printed elsewhere in these pages, shows progress, improvement, and increased efficiency in the work of these schools. The annual appropriation, however, is barely sufficient to pay the current annual expenses, and is altogether insufficient to provide for the necessary plants and equipment and for the enlargement of the work of the schools and for the development of the necessary departments of domestic science and industrial and agricultural training. On account of these pressing needs of the school and of the interest and generosity of white and colored citizens manifested in their contributions, and of the promise of the State Board of Education to aid in securing funds sufficient to provide adequate plants and equipment for them, I beg to recommend an increase of \$10,000 in the annual appropriation to them. With this additional appropriation we could, in the course of four or five years, secure a fairly good permanent plant and equipment for each of these schools and increase greatly the value and efficiency of their work along all lines.

Improvement of Teachers and Increase of Teachers' Salaries.—"Without the vitalizing touch of a properly qualified teacher, houses, grounds and equipment are largely dead mechanism. It is the teacher that breathes the breath of life into the school. Better schools are impossible without better teachers. Better teachers are impossible without better education, better training, and better opportunities for them to obtain such education and training. Better education and better training and the utilization of better opportunities for these by teachers are impossible without better pay for teachers. Reason as we may about it, gush as we may about the nobility of the work and the glorious rewards of it hereafter, back of this question of better teachers must still lie the cold business question of better pay.

"The average salary of rural white teachers in North Carolina in 1906 was \$30.24; the average salary of colored teachers was \$21.78; the average length of the rural school term was 86 days for white and 82 days for colored; making the average annual salary of rural white teachers in North Carolina, therefore, \$130.07 and the average annual salary of rural colored teachers \$89.34. For such meager salaries men and women cannot afford to put themselves into the long and expensive training necessary for the best equipment for this delicate and difficult work of teaching. The State may supply the best opportunities that the age affords for the training of the teachers, but, as long as the rank and file of the teachers receive such meager salaries, these opportunities will be beyond their reach and they must inevitably divide their attention between the service of two masters to make even a bare living. As long as they must work at some other business for six or eight months of the year, and at the business of school-teaching for only four or five months, they can scarcely hope to become professional and masterful

teachers. The teacher who does something else eight months of the year for a living and teaches school four months of the year for extra money must continue to be more of something else than of a teacher.

"With short school terms, small salaries, poor school-houses, and other conditions adverse to success, we cannot hope to command and retain first-class talent in this business of teaching the rural school, however good or however accessible the opportunities for improving teachers may be made. We must, in the outset, face the cold business truth that, as the South comes more and more rapidly into her industrial and agricultural heritage, and the channels of profitable employment multiply, the best men and women in the profession of teaching cannot be retained in it, and little inducement will be offered to other men and women of ambition, ability and promise to enter it unless the compensation for the teacher's service is made somewhat commensurate with that offered in other fields of labor. As long as the annual salary paid the teacher who works upon the immortal stuff of mind and soul is less than that paid the rudest workers in wood and iron, less than that paid the man that shoes your horse or plows your corn or paints your house or keeps your jail, the best talent cannot be secured and kept in the teaching profession—the teaching profession must continue to be made in many instances but a steppingstone to more profitable employments or a means of pensioning inefficient and needy mediocrity.

"The first step, then, in the direction of improvement of teachers is an increase in the salary of teachers so as to make it worth the while of capable men and women to enter the profession of teaching, to remain in it, to put themselves in training for it, and to avail themselves of the opportunity offered for improvement. An increase in the monthly compensation and an increase in the annual school term are the only two ways of increasing the teacher's salary. The only means of increasing the compensation and the school term is by increasing the available school funds for each school. The only practical means of doing this under present conditions are consolidation and local taxation.

"That the counties and districts that pay the best salaries secure, as a rule, the best teachers is the best evidence that this question of better teachers is largely a question of better salaries. With the growth of educational sentiment and enthusiasm the demand for better teachers has grown, but every community that demands a better teacher ought to remember that the demand is unreasonable and unlikely to be met unless the means for better pay be provided by the community.

"The raising of the standard of examination and gradation of teachers will be ineffective, and perhaps unfair, unless it is accomplished with a corresponding increase in the wages of teachers. Of what avail will it be to raise the requirements without raising the compensation, when even now, with the present low standard of qualifications, it is almost impossible in many counties to get enough teachers to teach the schools, and when even now the same qualifications will command much better compensation in almost any other vocation. The logical result of raising the standard of examination and gradation without raising the prices paid would be to decrease the supply of teachers and render it practically impossible to supply the schools with teachers. An increase in the requirements for teaching, a multiplication of the opportunities for the improvement of teachers, and a

mandatory requirement of teachers to avail themselves of these opportunities, must in all reason and fairness be accompanied by a corresponding increase in salary. Better work deserves and commands better pay."

The increase in teachers' salaries during the past ten years has not been at all commensurate with the increase in living expenses, and with the increase in salaries and wages of those engaged in other professions and callings. In considering this question of the salary of the teacher, it must be remembered that the teacher must live twelve months in the year, even though he receives salary for only four or five or six months. The financial demands upon the teachers must also be remembered. They must live and dress well in order to command the respect of the children and the patrons. To maintain their professional growth and increase the effectiveness of their work, they must spend a considerable part of their salary for special courses of work in summer schools and institutes, and for the purchase of professional books and magazines. It must be remembered, also, that teachers must look forward to the years when it will be impossible for them to teach, for, as they grow old, they become less efficient for the arduous work of the school. Their salary, therefore, should be sufficient to lay aside something for old age, as no peusions are provided for teachers. Finally, it should be remembered that in a republic the intelligence, morality, power, effectiveness, and earning capacity of the common people is dependent largely upon the work of the teachers of the public schools, and that, therefore, their work is of the most vital importance and should command a salary commensurate with its importance. Unless we can bring our people to a realization of these truths and thereby create a public sentiment and a public demand for better salaries for better teachers, the rank and file of the rural school teachers will continue to be filled with many untrained, incompetent, inexperienced persons, using this holiest of callings as a mere stepping-stone to some other profession or calling, with mere tyros without serious purpose, teaching for a short time simply to make a support until something better turns up. There will continue to be a dearth of men because they can command better salaries for almost anything, even for breaking rocks on the road, than for teaching rural schools a few months in the year. There will continue to be a dearth of trained and experienced women of power because such women can now easily command far better salaries in other callings open to women, and almost any woman can command a larger annual salary for measuring calico and selling buttons than for training minds, inspiring souls and forming characters in the rural schools. The situation is serious. The demand for good teachers, and especially for good male teachers, is greatly in excess of the supply, because the salaries paid will not command and retain such teachers. Let us wage a campaign from mountain to sea, through press and public speech, for the education of public sentiment to an appreciation of the teacher's work and to an insistent demand for better compensation for that work.

As a practical step in the direction of encouraging professional improvement among the teachers and increasing the compensation of the best teachers, I beg to commend with my heartiest approval the recommendation contained in the following resolutions of the committee on resolutions, unanimously adopted by the State Association of County Superintendents at their last meeting:

We, your Committee on Resolutions, beg leave to report as follows:

1. That the first, second, and third grade certificates shall remain as now

provided by law.

2. That in addition to these three grades given by the County Superintendent, a certificate known as State Certificate, be issued after examination by a Board of Examiners appointed by the State Board of Education; that no one be permitted to stand the State examination without first presenting a first-grade certificate from the County Superintendent and a testimonial from the Superintendent of the county in which said applicant has taught, that he has taught successfully at least one year. The said State Certificate shall be good in any county in the State for a period of five years. The minimum salary paid a teacher holding a State Certificate shall be thirty-five dollars per month.

C. W. MASSEY, THOS. R. FOUST, W. T. R. Bell, F. P. Hall, C. W. HOWARD,

Committee.

The experience and scholarship of the teacher should count for something, just as these things count for something in every other profession. The only way to make it worth while for the teacher to spend time and money in acquiring these is to put a premium upon their acquisition by fixing a reasonable minimum salary, at least, for such teachers, and by issuing to them a certificate valid for a term of five years, without further examination, in every county of the State. I believe that the enactment of this recommendation into law by the General Assembly would prove a spur to professional ambition and improvement and a guarantee of increased salaries for the best teachers.

Improvement of County Institutes and Summer Schools .- "In the meantime, some means must be found for placing at small expense within easy reach of the rank and file of the teachers the best possible opportunities for improvement under present conditions. These opportunities must be carried to the teachers. They cannot afford to go far nor to spend much money to get them. I am satisfied, therefore, that the county institute and summer school is at present the only practical means of reaching and helping the majority of the poorly paid rural public school teachers of the State. These institutes should be a combination of an institute and a summer school, affording the teachers an opportunity to increase their knowledge of the subjects taught and to learn by practical talks and object-lessons better ways of teaching them. They should continue not less than two weeks nor more than a month. They should be held in every county at least once in two years, and attendance upon them should be, as now, compulsory.

"Heretofore the work of these institutes has been desultory. There has been no systematic or uniform plan of work. There has been no progressive and continuous development in the work. The institutes have been conducted by different teachers in different ways in different counties each year, sometimes conducted by men and women without experience or special fitness for such work, generally conducted by teachers with whom this work is a mere incident to their regular work, adopted as a means of supplementing their salaries during the vacation months. Four or five thousand dollars are spent annually by the counties in this desultory work. Section 4167 of the School Law now vests in the State Superintendent the power to appoint the institute conductors and provides for the appropriation of not more than two hundred dollars by each county for institute work. If this section were amended so as to require each county to appropriate at least two hundred dollars for a county institute and summer school once in two years, the State Superintendent has in mind a plan by which he could easily organize this institute and summer school work upon such a basis as would enable him to employ trained men for it who could make it their main business and not a mere side issue, who would be able to make themselves expert and efficient in every way.

"Under this plan the work could be organized in such a way as to supplement and give effectiveness to the professional work carried on through the manuals for teachers, issued as bulletins from time to time by the State Department of Public Instruction. A systematic, progressive course of institute work could be arranged and put into successful execution whereby the teachers would receive credit for the work done each year, and the same teachers, after having completed one year's work, would not be required to go over the same ground in the next institute. The successful completion of the entire course of two or three years of institute and summer school work might lead to the issuance of longer term certificates valid in other counties of the State, and possibly to excusing from future compulsory attendance upon county institutes and summer schools. In this way definiteness and direction could be given to this work, greater incentive would be given the teachers to attend and greater benefits in every way would be derived by attendance. Much less difficulty, I have no doubt, would be experienced in securing attendance, and there would be much less complaint about compulsory attendance,

"Under this plan the institute and summer school work would cost but little more than it now costs. It is now costing from \$4,000 to \$5,000 a year for institutes in not more than fifty-four counties a year. Under this plan the cost would not exceed \$10,000 a year. Much more effective institutes and summer schools, with much more efficient conductors, would be held in every county of the State for a longer term at least once in two years at a biennial expense of two hundred dollars to the county. Not one cent of State appropriation would be necessary. The only change in the school law necessary to secure this great improvement in the institute and summer school work would be a change of section 4167 thereof so as to make the appropriation of two hundred dollars by each county for institute and summer school work mandatory once in two years instead of permissive, as at present.

"Other means of placing the opportunities of improvement within easy reach of the rank and file of the teachers are the manuals on teaching the different subjects issued as bulletins from the Department of Public Instruction, County Teachers' Associations, and a State Teachers' Reading Circle. The work of these should be correlated with the work of the county institutes and summer schools. In the county associations, and in the institutes, and in the examinations for teachers' certificates, the teachers could be held responsible for the work outlined in the teachers' manuals and in the course of study sent out beforehand for the county institute, and in this way could be somewhat prepared beforehand for the work of the institute. In this way a competent County Superintendent, whose salary justified his giving his time to the work, could carry on all the year the same sort of work in teacher-training as is carried on by a competent superintendent of a town or city system of

schools, and the institute when it came would but enlarge and give effectiveness and better direction to his work. As suggested above, teachers could be incited and stimulated to carry on the work by being held responsible for it in the examinations and institutes, and by having credit given for it in these examinations and in longer term certificates valid in other counties."

District State Summer Schools for Teachers.—My experience as President of the North Carolina Summer School in this city last summer, my careful study and observation of its work and of the earnestness and eagerness with which the majority of a large number of teachers in attendance utilized every opportunity there offered for professional improvement, deepened my conviction of the need and the value of district State summer schools. I beg, therefore, to repeat with added emphasis what was said on this subject in my former biennial report:

"There will always be a large number of ambitious teachers in the State who will desire to avail themselves of the larger opportunities offered in such larger summer schools for more expensive and advanced work by larger faculties than can be offered in the county institute and whose salaries will justify them in assuming the greater expense necessary to attend such schools. It seems to me, therefore, that it would be wise for the State to supplement the work of the better organized and directed county institutes, absolutely pecessary for reaching the majority of the teachers, by providing for the establishment of about five District State Summer Schools for teachers conveniently located in different sections of the State. One of these schools might be located at the University, another at the A. and M. College, another at the State Normal and Industrial College, as the State already owns these valuable and expensive educational plants; another at some accessible point in the eastern section of the State and another at some accessible point in the western section of the State; these points to be selected by the State Superintendent or by the State Board of Education. All these schools should be under the general direction of the State Superintendent of Public Instruction, so that the courses of study could be arranged to meet the needs of the teachers of the different sections and those of the different grades of teachers and to supplement the work of the county institutes and summer schools. In this way, also, unnecessary rivalry and competition between the schools could be avoided, and each could be made to fit into its proper place in the general State system of schools for the training and improvement of teachers.

"The location of these district summer schools should be left to the State Superintendent or the State Board of Education, so that before locating any one of them a satisfactory agreement could be secured from the selected community to provide buildings and equipment for the school and to furnish board to teachers at low rates.

"County institutes and summer schools, these district State summer schools for teachers and the permanent pedagogical departments at the State Normal and Industrial College, the University, the Cullowhee High School, and the Appalachian Training School would form a fairly complete State system of schools for the training and improvement of teachers that could be made to meet fairly well at present the needs of all classes of teachers in the State.

"I foresee that the summer schools heretofore conducted at the institutions named above cannot be permanent unless placed upon a more permanent finan-

cial basis. For the permanent establishment and support of these district State summer schools an annual State appropriation of \$2,000 for each will be necessary."

County Supervision .- "As pointed out in the first part of this report, there has been marked improvement in county supervision. The average salary of the County Superintendent has been more than doubled since 1901, Superintendents in nearly all the counties of the State are devoting more time to the work than ever before, but there is still much work to be done before county supervision can be made as efficient as it should be. The more I learn of the educational work of the State in the discharge of my official duties and through my visitations and field work, the more clearly I see that the real strategic point in all this work to-day is the County Superintendent. Upon this subject I beg to quote from my annual address to the State Association of County Superintendents delivered November 11, 1903: 'The work of the State Superintendent must be done and his plans executed largely through the County Superintendent. The work of the County Board of Education must be carried on and its plans executed largely through the County Superintendent. The work of the School Committeemen will not be done properly without the stimulation and direction of the County Superintendent. proper standard of qualifications for teachers can be maintained and enforced except by the County Superintendent. No esprit de corps among the teachers can be awakened and sustained save by a County Superintendent in whom it dwells. No local and permanent plans for the improvement of public school teachers through county teachers' associations, summer institutes and schools, township meetings, etc., can be set on foot and successfully carried out save under the leadership of an energetic County Superintendent. campaigns for the education of public sentiment on educational questions and for the advancement of the work of public education along all needful lines are doomed to failure or, at least, to only partial and temporary success without the active help and direction of a County Superintendent knowing his people, knowing the conditions and needs of his county, knowing something of the prejudices and preferences of the different communities, endowed with tact, wisdom, common sense, character, grit, and some ability to get along with folks, and enjoying the confidence of teachers, officers, children, and patrons. Upon the County Superintendent mainly must depend the bringing together of all those forces in the county-public and private, moral and religious, business and professional—that may be utilized for the advancement of the educational work of the county and for the awakening of an educational interest among all classes of people, irrespective of poverty or wealth, religion or politics. This work of educating the children of all people is too great a task to be wrought by any part of the people. No real county system, composed of a large number of separate schools unified and correlated in their work, each pursuing a properly arranged and wisely planned course of study in the subjects required, and the whole system fitting into its proper place in a great State system, can ever be worked out save through the aid and under the direction of a County Superintendent with an adequate conception of his work and with an ability to do it.'

"Such a work requires for its successful execution a man of mind and heart and soul, a gentleman, a man of common sense, tact, energy, consecrated purpose, education, special training, and business ability—a man who can give all his time and thought and energy to the work. You cannot command the services of such a man in any business without paying him a living salary, for such men are in great demand for any work. May we not hope, therefore, that at no distant day the salary attached to so important an office may be sufficient in every county to employ trained and competent men for all their time, to unfetter the earnest, competent men already engaged in the work so that they may have a chance to do their best work and show what is in them, and to justify men in the coming years in placing themselves in special training for this special work?

"It is noticeable and significant that educational progress along all lines is more rapid in those counties in which competent Superintendents have been put into the field for all their time, and that in almost every county in which this has been done, the school fund has been increased by local taxation and by economical management of the finances, looking carefully after the sources of income, much more than the increase in the salary of the Superintendent. For example, in Guilford County, the Superintendent's salary was increased \$1,000 a year, and during the first year of his administration, largely through his efforts, the annual school fund was increased by local taxation alone \$7,745. In Pitt County the efficient Superintendent was put into the field for his entire time at increased salary, and already the annual increase in the school fund from local taxation, secured mainly through his activity, is much more than the increase in his salary, to say nothing of the remarkable increase in the efficiency of the entire county system of schools resulting from his more efficient work. Similar evidence could be given about other counties. cannot make a success of any great business like this business of education without a man at its head devoting all his time, thought and energy to it. Wherever this is the case the educational work of the county is moving, wherever it is not the case the work is lagging. You cannot do anything worth doing in the world without a man. It is the highest economy to put money into a man."

Public High Schools.—In 1905 there were in North Carolina only 851 white public rural schools with more than one teacher in which instruction in high school branches can be offered. According to the reports of the County Superintendents, there were only 832 public rural schools in which any instruction in high school branches was given during that year. No course of public instruction is complete or adequate to the demands of this age and of this State that leaves a gap between the public school and the college. public schools of North Carolina cannot have the full confidence and patronage of the people, or hope to offer to the children of the State educational opportunities equal to those offered by the public schools of most of the States in the Union, unless instruction in the higher branches as well as in the elementary branches is provided in these schools. The next important step, therefore, in the development of our public school system is adequate provision for high school instruction for all the children of the people desiring such instruction and capable of receiving it. Every child has the right to have the chance to develop to the fullest every faculty that God has endowed him with. It is to the highest interest of the State to place within the reach of every child this chance. By the evidence of the experience of all civilized lands of the past and the present, the study of the highest branches is necessary for the fullest development of these faculties. Unless provided in the public schools, instruction in these cannot be placed within reach of nine-tenths of the children of North Carolina. If the great masses of our people are to be limited in their education to the elementary branches only, we cannot hope for any material improvement in their intelligence and power and any material increase in their earning capacity. This State cannot expect to compete successfully with those States that have provided such instruction in their public schools for the highest and fullest development of all the powers of all their people.

"The old idea that instruction in the public schools must be confined to the rudimentary branches only, or the three R's, as they were called, was born of the old false notion that the public schools were a public charity. This notion put a badge of poverty upon the public school system that was for many years the chief obstacle to the progress and development of public education in North Carolina. The notion still lingers in the minds of a few that at heart do not believe in the power and the rights of the many. It has no place in a real democracy. It must give place to that truer idea, accepted now in all progressive States and lands, that public education is the highest governmental function—in fact, the chief concern of a good government. This was the conception of our wise old forefathers when they declared in their Constitution that 'Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged,' and when they wrote into their Bill of Rights, 'The people have a right to the privilege of education, and it is the duty of the State to guard and maintain that right.'

"No man in this age will dare maintain that instruction in the mere rudiments of learning can be called an education, or that the people have been given the right to an education when instruction in these branches only has been placed within their reach. Under this broader democratic conception of public education and its function, the obligation of the government to the poorest is as binding as its obligation to the richest. The right of the poorest to the opportunity of the fullest development is as inalienable as the right of the richest. Good government and the happiness of mankind are as dependent upon the development of the fullest powers of the poorest as upon the development of the fullest powers of the richest. Where the Creator has hidden the greatest powers no man can know till all have been given the fullest opportunity to develop all that is in them. Every tax-payer, rich or poor, has an equal right to have an equal chance for the fullest development of his children in a public school with the fullest course of instruction that the State in the discharge of its governmental function is able to provide.

"If our system of public schools is to take rank with the modern progressive systems of other States and other lands, to meet the modern demands for education and supply to rich and poor alike equal educational opportunity, instruction in these higher branches, whereby preparation for college or for life may be placed within the easy reach of all, must find a fixed and definite place in the system.

"Public high schools constitute a part of every modern progressive system of public education. Many, perhaps a majority, of the public school children will not for years avail themselves of these opportunities for higher work because of lack of time, pressure of necessity and, in some cases, lack of ability and desire for this higher training; but this is all the more reason why

all the smaller number that have the capacity and the desire should also have the opportunity. It is necessary, therefore, to begin at once to plan for the development of the public school system in this direction, for the establishment of public high school instruction in every county, for the organization, successful direction and supervision of these schools.

"In all the cities of the State that have public schools partly maintained by local taxation, in all the larger towns and in nearly all the rural special tax districts, high school instruction has already, in a measure, been provided in the public schools. In many other rural schools in the larger and wealthier counties instruction in these higher branches is also provided, as will appear from tables printed elsewhere in this report. This instruction, however, is somewhat desultory and needs to be organized into a more uniform, definite and connected system, better articulated with the elementary schools on the one hand and the University and the colleges on the other. The course of study in these higher branches now in preparation by the Department of Public Instruction will, of course, be one step in this direction. Some of the town and city graded schools already have well organized high school departments that are sending to the University and the various colleges of the State every year some of the best prepared students at these institutions. It is a very noticeable fact that since the establishment of these high school departments in connection with the public schools in these communities, many more young men and young women are attending college every year from those communities, and there has been a wonderful increase in interest in higher education and general culture.

"In the majority of the rural districts, however, no adequate provision has been made for the higher instruction of the public school children, and in most of these, as pointed out above, no provision can be made for such instruction until we find a way to get more money and more teachers by consolidation and local taxation, and by other means. Surely these children of the rural districts, that constitute eight-tenths of the entire school population of North Carolina, are entitled to as good educational opportunities as the children of the towns and cities. If the power of any free State dwells in the many and not in the few, then it inevitably follows that the State that hopes to reach the fullest development of its power must provide for the fullest development of the many. The time has already come in a number of our larger and wealthier counties, and is not far distant in all the counties of the State, when here and there in the counties and in the townships accessible public high schools must be provided, more or less centrally located and wisely articulated with the numerous elementary schools now existing in the rural districts."

We have been so busy with the problem of providing school-houses and placing elementary instruction within the reach of all the children, that we have not had time to give serious consideration to this other problem of providing secondary and high school instruction in all our public schools. It seems to me, however, that we must now set to work seriously and actively upon the solution of this problem. The first step in the natural development of the public school system in this direction is to place some high school instruction as close as possible to as many as possible of the children in the rural districts. This can be done by providing more schools with two or more teachers prepared to give instruction in at least the first two or three years

of high school work. There should be not less than one such school as this in every township, offering free instruction to all the advanced students in that township. Wherever feasible, more than one might be established in the township, especially in the larger townships. These schools could frequently be established in connection with the local tax schools already existing and in connection with other local tax schools that might be established. other schools of the township, or of the larger districts, might be correlated in work with such schools, and being nearer to the children, all the younger children could attend these elementary schools, and all the other children could walk farther to these central schools offering high school instruction. In these schools as much high school instruction could be provided as the available funds and teaching force would make possible and practicable. Having provided for some high school instruction, as close as possible to all the children, the next step would be to provide more high school instruction in at least one first-class, well-equipped county high school. This county high school, of course, would, in the nature of things, be in reach of only a limited number.

Three ways for providing the additional money for these two classes of schools offering high school instruction suggest themselves:

- 1. A special appropriation by the State of one hundred thousand dollars for the aid and encouragement of high school instruction.
- 2. The levying of a special tax not to exceed a maximum rate of ten cents by the township, district or county, for providing high school instruction to be used in conjunction with the special State appropriation.
- 3. The use of a part of the public school fund by the County Boards of Education in counties whose school fund exceeds a certain amount and whose school term exceeds five or six months to be used also in conjunction with the State appropriation for high school instruction.

The special appropriation by the State for this purpose should, of course, be available only to such counties, townships, and districts as would raise by a special tax for high school instruction an amount at least equal to that received from this State appropriation.

On account of the great expense of providing suitable buildings, equipment and teaching force for a first-class high school, I do not think that the county public high school would be practicable at present, except in those counties already having good public high schools in connection with the graded schools of their larger towns or cities or elsewhere. In these the buildings, equipment, and teaching force for high school training have already been provided. There are 45 counties of this sort, like Durham, Guilford, Alamance, Buncombe, Pitt, Wake, Wayne, and others. In such counties the County Boards of Education could be authorized to arrange with the Board of Trustees of the town or city public schools, to pay the tuition of all students in the county that would attend the high school, the monthly rate of tuition to be fixed, not to exceed a certain maximum and to be graded, of course, according to the advancement of the students. The tuition of such county students could be partly paid out of the general school fund and partly out of the special State appropriation. If necessary the maximum amount of the special appropriation available to any county for this purpose could be limited by law. The Boards of Trustees of the town and city schools would, I am sure, gladly fix the tuition rates at actual cost. Such an arrangement would strengthen the bond between the town and the county, and would help the town by helping the county.

Additional qualifications should, of course, be required for teachers of high school branches. They should be required to pass a satisfactory examination on high school branches under the direction of the State Superintendent of Public Instruction and to receive special certificates as high school teachers. The teaching of high school subjects will be a farce and a failure unless competent teachers can be secured. Such teachers will have to be paid reasonable salaries. The minimum salary of a high school teacher should, therefore, be fixed by law. In my judgment the employment of such teachers should be placed in the hands of the County Board of Education and the County Superintendent. Of course the details of these suggestions about high school instruction must be worked out in the act of the General Assembly.

Industrial Education.—"The foundation of all education is of course a mastery of the rudiments of knowledge, the elementary branches of reading, writing, and arithmetic. A knowledge of these, and the training and development which comes from the effort necessary for the acquisition of such a knowledge, are absolutely essential for every human being. It is folly to talk about higher education or special training along any line for any useful sphere of life or work until the schools have provided at least this much instruction. When, according to the last census report of the United States, 19.5 per cent. of the white population and 47.6 per cent. of the colored population, over ten years of age, in North Carolina are still unable to read and write, it is painfully manifest that we have not yet provided in our public schools instruction for all our people in even the elements of knowledge. That this is true is further manifest from the facts set forth in this report as to the condition of the school-houses in many districts, the number of districts without houses, the number of one-teacher schools, the average length of the school-term and the low average salary paid the teachers. To provide even such facilities as we have, it has been necessary to make a special State appropriation of two hundred thousand dollars. We must, therefore, give our chief attention to making adequate provision for doing thoroughly this foundation work. If the foundation be not well laid first, the entire educational structure must fall to pieces. Until we get money for this we cannot afford to divert much time, money and energy into other channels. There is much reason to hope that we are in sight at least of the accomplishment of this. In some counties it has already been accomplished.

"It is well, therefore, to begin to look to the future and to plan wisely for the development of our educational system in other directions. I have already discussed the necessity of beginning to plan for its development along the line of higher instruction for those who have the capacity and the desire for this. Every complete educational system must make provision also for that training in the school which will give fitness for the more skilful performance of the multitudinous tasks of the practical work of the world, the pursuit of which is the inevitable lot of the many, for that training which will connect the life and the instruction of the school more closely with the life that they must lead, which will better prepare them for usefulness and happiness in the varied spheres in which they must move. All these spheres are necessary to the well-

being of a complex life like ours. The Creator who has ordained all spheres of useful action has not endowed all with the same faculties or fitted all for the same sphere of action.

"'We are all but parts of one stupendous whole, Whose body Nature is, and God the soul."

"Every wise system of education, therefore, must, beyond a certain point of educational development, recognize natural differences of endowment and follow to some extent the lines of natural adaptation and tastes, thus cooperating with Nature and God. The education that turns a life into unnatural channels and into the pursuit of the unattainable fills that life with discontent and dooms it to inevitable failure and tragedy. In recognition of these established laws of Nature and life, manual training and industrial education are beginning to find a fixed and permanent place in systems of modern education. They have already been given a place in some of the higher institutions of our public school system—in the A. and M. College for the white race at Raleigh, in the State Normal and Industrial College for Women at Greensboro, and in the A. and M. College for the colored race at Greensboro. Under the new supervision of Superintendent Coon, industrial training will be emphasized in the State Colored Normal Schools at Winston, Fayetteville, and Elizabeth City. Some of the city graded schools, notably those of Durham, Asheville, Wilmington, Winston, Greensboro, and Charlotte, have introduced manual training and industrial education.

"This sort of education, however, must come as a growth, a development of a general school system that provides first for the intellectual mastery of those branches that are recognized as essential for intelligent citizenship and workmanship everywhere. It must be remembered that the first essential difference between skilled labor and unskilled labor is a difference of intelligence as well as of special training; that a skilled farmer must be first of all a thinking man on the farm; a skilled mechanic, a thinking man in the shop; that a skilled hand is but a hand with brains put into it and finding expression through it; that without brains put into it a man's labor is on more than a monkey's paw; that without brains applied to it a man's labor is on the same dead level with the labor of the dull horse and the plodding ox; that a man with a trained hand and nothing more is a mere machine, a mere hand. The end of education is first to make a man, not a machine.

"It will be well to remember, also, that industrial education is the most expensive sort of education on account of the equipment necessary for it and the character of the teachers required for it. Teachers prepared for successful instruction in this sort of education must of course be in some sense specialists in their line and always command good salaries. For the majority of the public schools of the State, therefore, with one-room school-houses without special equipment and with one teacher without special training on an average salary of \$30.74 per month, with barely money enough for a four months' term and for instruction in the common school branches, with more daily recitations already than can be successfully conducted, industrial education and technical training is at present impracticable.

"A study of the history of this sort of education will show that it has come as a later development after ample provision had been made for thorough instruction in the lower and in the higher branches of study, in those schools that were provided with school funds sufficient for instruction in the ordinary school studies, for the expensive equipment, and for the teachers trained especially for industrial and technical education. In fact, I think it will be found that such education has been provided first in the towns and cities and great centers of wealth and population or in institutions generously supported by large State appropriations or by large endowments. To undertake such education in the ordinary rural schools of the State in their present condition, with their present equipment, and with the meager funds available for them, would result in burlesque and failure, and would, in my opinion, set back for a generation or two this important work.

"We might, however, begin to develop our public school system in that direction in those communities and counties where the conditions are favorable and the funds sufficient, and we might begin to devise ways and means for providing the necessary funds and making the conditions favorable in other communities. I trust that means may soon be found for the establishment in every county of at least one or more schools for industrial training. This will require more money, however, than is now available for public schools and will probably require both county and State appropriations. In the meantime, it is proper and wise to cultivate public sentiment for this sort of education and to provide for it as rapidly as we shall find ways and means for doing so. In the meantime, also, we can continue to give in all our public schools elementary instruction in agriculture and to encourage nature study in the schools. An admirable little text-book on agriculture has been adopted for use in public schools, and, in the course of study sent out, simple nature study has been provided in every grade.

"Perhaps even now we might begin in some counties and some communities to try to work out successfully this problem. We must prepare to meet it and to meet it successfully. The age is demanding more and more this sort of training. The commercial and industrial development of the wonderful resources of the State and the prosperity and happiness of the great masses of the people are making it more and more necessary. I believe that it would be wisdom on the part of the General Assembly to make a small appropriation sufficient to cover the actual expenses of the State Superintendent so as to enable him to visit States and communities that have in successful operation in their public schools this sort of training and to study this problem, together with the problem of successful public high schools, that he may better prepare himself for dealing wisely with both these problems by acquainting himself with the successful experience of others. He could, perhaps, embody the results of his observation and study in a special report upon the subject.

"It is the ambition of the State Superintendent to spare no effort to aid his people in building up as good a system of public schools as is to be found anywhere, a system that shall keep abreast of the educational progress of the age so far as available funds shall render this possible. For the wisest direction of the great educational work of a great State, the head of that work ought to have opportunity and means to visit other States and lands and to observe and study the best in other and more advanced systems of schools. It is not sufficient for him simply to read about these things in books and simply to know the conditions and needs of the work in his own State. In the natural development of a growing system of schools it becomes necessary to meet and solve new problems that have been met and solved successfully in

other places. It ought to be possible for the State Superintendent to visit such places and better fit himself for dealing successfully with these problems in his own work."

More Money and How to Get It.—For all this work yet to be done in the way of building and improving school-houses and grounds, lengthening the school term, increasing the salaries of teachers and County Superintendents, providing high school instruction, etc., more money must, of course, be provided. Two ways of providing this money may be suggested:

1. The adoption and enforcement of some plan for getting taxable property on the tax-books and assessing it at its real value, or something near its real value. An examination of the tables of the statistical reports in this volume showing the school funds raised in each county from the property tax of eighteen cents on the hundred dollars and of the list of counties asking aid from the special State appropriation for a four months' school term, and the amounts received by these counties from this appropriation, will convince any reasonable man, I think, that there is something wrong in the method of assessing the value of property. Fifty-nine counties now receive aid in amounts varying from \$297.22 to \$4,197.78 for a four months' school term. Upon any reasonable and uniform valuation of property, many of these counties would have money enough for a four months' school term without any aid from the special State appropriation, and the others would need much less from this source. This special appropriation could then be available for other needed purposes in strengthening the public school system. The school fund suffers from this low assessment of property in two ways. The total amount received from the eighteen cents property tax for school is, of course, less than it would otherwise be. In the second place, the property valuation is so low that in order to meet the State and county expenses for other purposes, the constitutional limit of 66% cents has been levied in nearly every county; and as, under the decision of the Supreme Court, this cannot be exceeded, even for a four months' school term, the section of the Constitution requiring the County Commissioners to levy a tax sufficient to have a four months' school term in all the public schools is practically nullified and the schools are cut off from this source of revenue. If the property valuation was higher in the counties whose school funds are insufficient for a four months' term; the rate of taxation for other State and county purposes need not be so high, and there would be sufficient margin left in these counties to levy more than eighteen cents for schools, if necessary, for a four months' term, and still be within the constitutional limit. To one who has traveled through many of these counties and observed their prosperity and rapidly increasing wealth, it is self-evident that there is something wrong in the method of assessing property, when counties like Alamance, Cleveland, Cumberland, and a number of others that might be mentioned, fail to receive from an eighteen cents property tax enough money for a four months' school term at the present low salaries of teachers. Upon a high valuation of property, of course, the school fund derived from this eighteen cents property tax would be largely increased in every county. In my opinion, if all the property in the State could be placed on the tax-books at a fair and reasonable valuation, the public school fund would be sufficient to maintain the public schools of the State for an average school term of five or six months without any increase of the present rate of taxation for school purposes.

2. The second means for getting more money for the public schools is special county taxation. I have discussed somewhat fully in another place, local taxation. I wish here to suggest another means of special taxation which I believe to be practicable and legal, and which I know would largely increase the school fund and greatly decrease the demands for aid from the special State appropriation for a four months' school term. The rate of taxation for all county and State purposes cannot exceed the constitutional limit of 66% cents on the hundred dollars valuation of property and two dollars on the poll. As this constitutional limit has been reached in nearly every county, there is no hope of levying any additional general tax in the county for schools, except by a vote of the people. The Constitution provides, however, that the County Commissioners of any county may levy a special tax for county purposes without a vote of the people by a special act of the General Assembly. I suggest, therefore, that the General Assembly pass a special act authorizing and requiring the County Commissioners of every county, upon recommendation of the County Board of Education of said county, to levy a special tax for the support of the public schools of the county not to exceed a maximum rate to be fixed in the act, and that this act further provide that the Commissioners of all counties receiving aid from the special State appropriation for a four months' school term shall be required to levy a special tax sufficient to raise an amount equal at least to the amount received by said county from said special State appropriation. Such a requirement of these counties would, of course, make them as moderate as possible in their demands for aid for a four months' school. The special appropriation of one hundred thousand dollars would then, in all probability, be ample to provide for a four months' school in every district in such counties, and the additional amount raised in these counties by the required special taxation could be used to lengthen the school term, increase salaries and improve houses. This special tax should, of course, be a county tax for the benefit of all the public schools of the county and need not in any way interfere with the present method of supplementing the school fund still further by local taxation in districts and townships, nor need it in anyway interfere with the local tax districts now existing. Such districts might, if necessary and desirable, simply reduce the present rate of local tax, if the additional county tax for schools made the rate too heavy and made the present rate of local tax unnecessary because of the increase in the district funds from the additional county tax,

Local Taxation.—"This business of public education is like any other great business. For successfully conducting it, enough capital must be invested in it to supply the necessary equipment and to employ the necessary number of competent trained men and women to carry on the business according to modern progressive business and professional principles. I have undertaken to show in this report that for better houses and equipment, better teachers, better supervision and longer school terms more money is the fundamental need. The constitutional limit of taxation has already been reached in all the counties of the State but one. Without an amendment to the Constitution, therefore, or special legislation for each county, the general school fund cannot be increased. A special annual State appropriation of two hundred thousand dollars has already been made to the public schools by the General Assembly. Under present conditions the State can hardly be expected to increase the school fund for a four months' term further by

special appropriation. It must be very evident, therefore, to every thought-ful man that in addition to the methods suggested above the only other two means of supplying this fundamental need of more money for the public schools are consolidation and local taxation. As heretofore shown in this report, by reasonable consolidation the present available funds can be greatly economized by reducing the number of schools and the number of teachers necessary to teach a given number of children. In this way more money from the present funds will be available for each school for more teachers, better salaries, better houses and equipment, and longer term. After making the present available funds go as far as possible through the economy of reasonable consolidation, the only other means of increasing the school fund of any local school is local taxation.

"Under section 4115 of the School Law, upon a petition of one-fourth of the freeholders residing therein, a special tax district may be laid off within any definitely fixed boundaries, and upon approval of the County Board of Education an election upon a local tax for the schools within that district, not to exceed thirty cents on the hundred dollars and ninety cents on the poll, must be ordered by the County Board of Commissioners. This places an election upon local taxation for public schools within easy reach of any county, township, or school district in North Carolina. I have already reported the progress in local taxation during the past two years. While it is encouraging, still, when it is remembered that only about 451 districts out of a total of about 5,338 white districts in the State have yet adopted local taxation, it will be readily seen that the work of local taxation is scarcely more than well begun.

"Sixty-nine per cent. of all the money raised for public schools in the United States is raised by local taxation. In all the States having systems of public schools well equipped and adequate to the education of all their people, a large per cent. of the public school fund is raised by local taxation. In some of these States as much as 95 per cent. is raised by local taxation. In North Carolina the only towns, cities, and rural communities that have succeeded in providing a system of schools open eight or ten months in the year adequately equipped with houses and teachers have been compelled to supplement their State and county school funds by local taxation. The experience of other States and of these communities in our own State compels the conclusion that the only hope of largely increasing the present available funds for the rural schools, and thus making these schools equal to the demands of the age and adequate to the education of 82 per cent. of our population, is to be found in the adoption of local taxation.

"The principle of local taxation is right and wise. It involves the principles of self-help, self-interest, self-protection, community help, community interest and community protection. Every cent of the money paid by local taxation for schools by any community remains in the community for the improvement of the community school, and every cent of it is invested through a better school in the minds and souls and characters of the rising generation, in an increase in the intelligence and efficiency of the entire community. Every cent of this local tax that goes into a better school to give the children of all a better chance to be somebody and to do something in the world is invested in the best possible advertisement for the best class of immigration and is the surest possible means of keeping in the community the best people already residing

there by giving them a better opportunity to give their children a better chance to get an education that will better fit them for coping with the world without having to move into another community to get it. Every cent of money, therefore, invested by local taxation in a better school, by inviting a better class of immigration and preventing the disastrous drain upon its best blood by other communities that offer better school facilities, enhances the value of every cent of property in the community by increasing the demand for it by the best people. The wisdom, then, of such a tax for such a purpose is too manifest to need further argument."

SUMMARY OF WORK TO BE DONE.

It is apparent to any thoughtful, observant, interested student of educational conditions in North Carolina that this great work of developing and improving our public school system until it shall be adequate to the stupendous task of placing within the reach of all the children of the State equal educational opportunities such as the age demands, and such as most of our sister States and all progressive foreign lands are giving to their children, is scarcely more than well begun. Most of this glorious work still lies before us. Many new school-houses are to be built, many more to be repaired, enlarged and equipped; school grounds are to be beautified, many unnecessary little school districts must be abolished, many more schools with two or more teachers, prepared to give more thorough and more advanced instruction, must be established; the work of unifying and systematizing the course of study and of bringing all the parts of the public school system into harmonious cooperation must be carried to completion, for the improvement of the rank and file of the public school teachers now engaged in the work and unable to quit to put themselves into long and expensive training for their work; a better system of county institutes with advanced courses of study and trained conductors and a number of district State summer schools must be provided; county supervision must be strengthened and improved and the salaries of County Superintendents increased until every county shall have a competent County Superintendent of professional training and practical experience devoting his entire time to his work; some means must be found and enforced for overcoming non-attendance, irregularity of attendance and illiteracy by bringing into the schools and keeping them there, the thousands of children of school age that are not enrolled and are, therefore, on the straight road to illiteracy; adequate provision must be made in the rural public schools for high school instruction for all the children of the people desiring such instruction and capable of receiving it so as to give the country children a chance to get at home preparation for college or better preparation for life through a fuller development of their faculties, and increase in their intelligence, power, and earning capacity; there must be an increase in the salaries of good teachers to make these salaries somewhat equal to the salaries and wages of other professions and other callings and somewhat commensurate with the value and importance of the teacher's work; means must be devised and enforced for getting more money for all this needful work by getting the taxable property on the tax-books and securing a uniform, just, and reasonable assessment of it; by supplementing the general State taxation for school purposes by special State appropriations, by special county and township and by local taxation in special districts.

RECOMMENDATIONS.

To aid in the accomplishment of the work here outlined for the progress and development of the public school system, I beg to make the following recommendations:

- 1. That there shall be little interference with the present school law, which I believe to be the best school law that the State has ever had. The people and the school officers are beginning to become acquainted with the law and to be familiar with its workings. Some additions seem to be necessary, but there should be few changes and no radical changes. It will be wise to seek to continue to progress along the lines already marked out by the present school law and to begin to have a permanent educational policy.
- 2. That section 4167 of the Public School Law be so amended as to require the appropriation of at least two hundred dollars biennially by each county for conducting one or more teachers' institutes and summer schools in that county. (See preceding pages of this report under heading "Improvement of County Institutes and Summer Schools").
- 3. That the special appropriation of two hundred thousand dollars for the public schools be continued, because at present there is little hope of getting a four months' school in many counties without it, and the State cannot afford to permit the public school term to be decreased.
- 4. That section 4119 of the Public School Law be so amended as to make the term of office of the members of the County Board of Education six years, so arranged that the term of one member of the board shall expire every two years. By retaining a majority of old members on the board each year the possibility of a radical change in the educational policy of the county every two years will be prevented, and the danger of mistakes from the administration of school affairs by new and inexperienced men will be avoided. Under this plan at least two of the three members of the County Board of Education, unless they resign, will have had at all times not less than four years' experience in the management of the public schools. Under the present plan it frequently happens that an entirely new board without any experience or any acquaintance with the educational conditions and needs of the county is appointed every two years. Logically, the term of office of at least a majority of the members of the County Boards of Education should be the same as that of the State Superintendent and the State Board of Education. The advantages of this change will be apparent as a business proposition to any man of business experience. The results of the work and plans of the County Board of Education and County Superintendent cannot be fairly tested in less than four years.
- 5. That an annual State appropriation of ten thousand dollars for five State District Summer Schools be made. (See preceding pages of this report under heading "State District Summer Schools").
- 6. That the General Assembly shall make a special annual appropriation of one hundred thousand dollars to aid and encourage high school instruction in the public schools and the establishment of public high schools. (See preceding pages of this report under heading "Public High Schools").

7. That the General Assembly enact a compulsory attendance law requiring the attendance in the public schools of all children between the ages of eight and twelve for at least four months a year, unless attending some other school, to be put into execution at the discretion of any County Board of Education in any county, any township, any school district or any school, upon a petition of a majority of the qualified voters or of the persons over twenty-one years of age entitled, or who, if they had children, would be entitled by law to the privileges of the public schools of said county, township, district or school; further, authorizing said County Board of Education, if it deems it wiser to do so, to submit the question of compulsory attendance in any county, township or school district to a vote of the qualified voters in an election to be ordered by said board. (For reasons for such a recommendation and for fuller details of the suggested legislation, see preceding pages of this report under heading "Compulsory Attendance").

8. That the General Assembly enact a law declaring schools to be a necessary expense, authorizing the County Commissioners of any county, upon recommendation of the County Board of Education, to levy a special county tax for the support and improvement of the public schools on all property and polls not to exceed ten cents on the hundred dollars and thirty cents on the poll, and requiring the County Commissioners of every county receiving aid from the special appropriation of one hundred thousand dollars for a four months' school term to levy a tax on all property and polls of said county sufficient to raise an amount equal at least to the amount received from the special State appropriation for this purpose. (See preceding pages of this report under heading "More Money and How to Get It").

9. That section 4162 of the School Law be so amended as to provide for special examinations on high school branches for teachers of such branches, and for the issuance of special certificates to such teachers, and also to provide for the issuance of State certificates, valid for five years in any county of the State to teachers who pass successfully a special examination under the direction of the State Superintendent of Public Instruction, said examination to be open only to applicants presenting from County Superintendents certificates of successful teaching as first-grade teachers for at least one year in the public schools; that this amendment also provide for fixing a reasonable minimum salary for these two classes of teachers. (See the preceding pages of this report under heading "Public High Schools" and "Improvement of Teachers and Increase of Teachers' Salaries").

10. That an annual additional appropriation of \$10,000 be made for a permanent plant and for proper equipment of the State Colored Normal Schools. (See preceding pages of this report under heading "State Colored Normal Schools").

These recommendations were submitted to the special committees on School Legislation of the North Carolina Teachers' Assembly and of the State Association of County Superintendents, at a joint meeting of these committees in December, 1906, and, after careful consideration and full discussion, were unanimously endorsed by them.

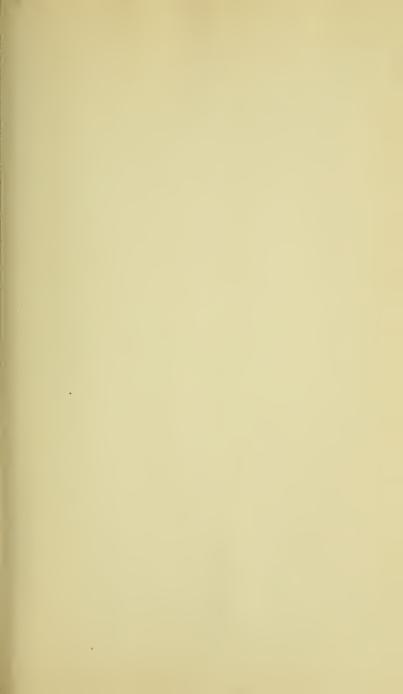






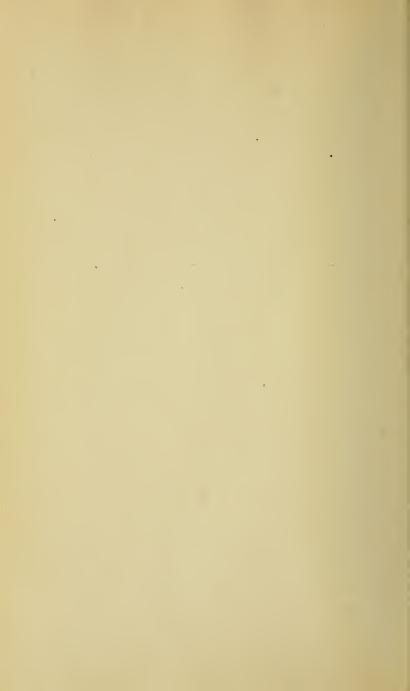


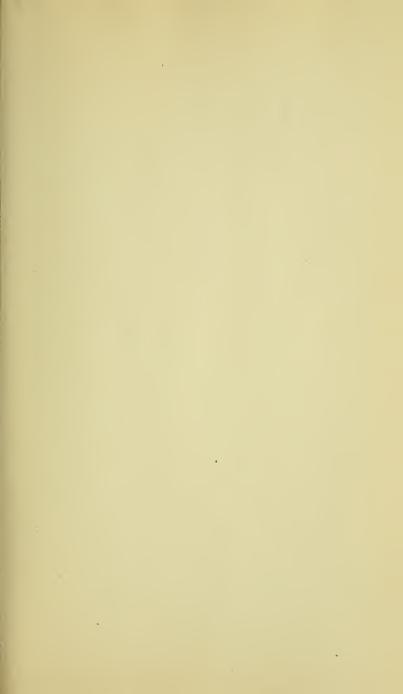




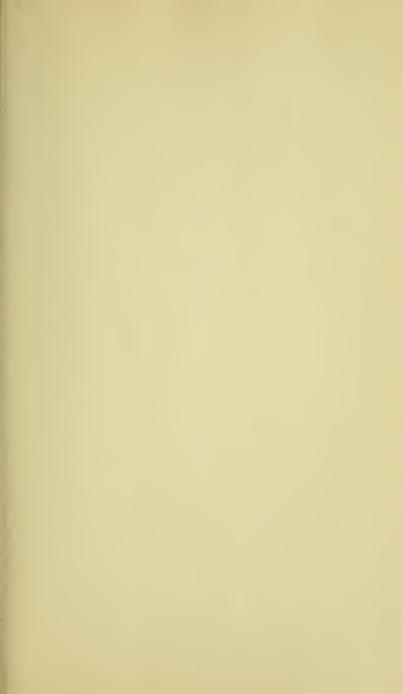














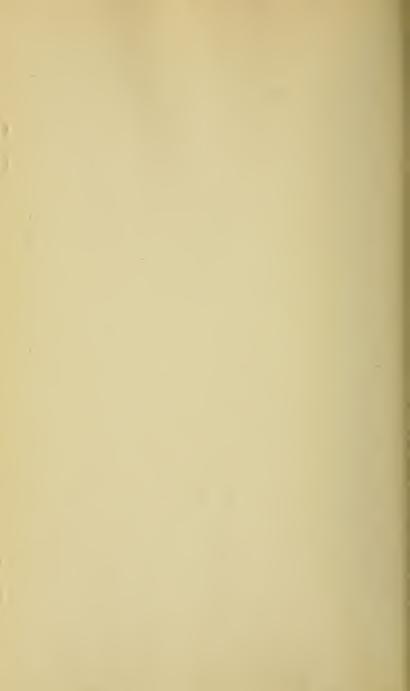




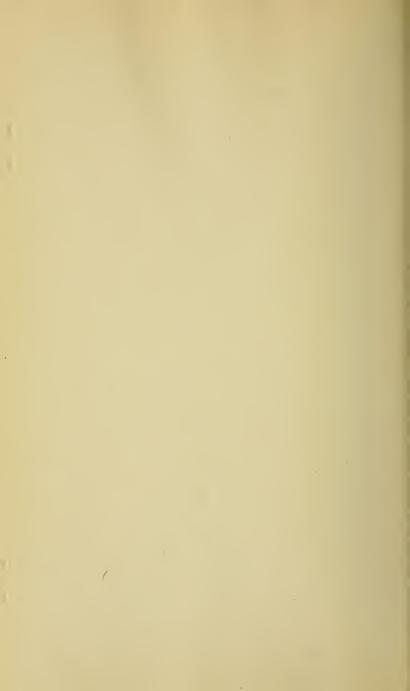


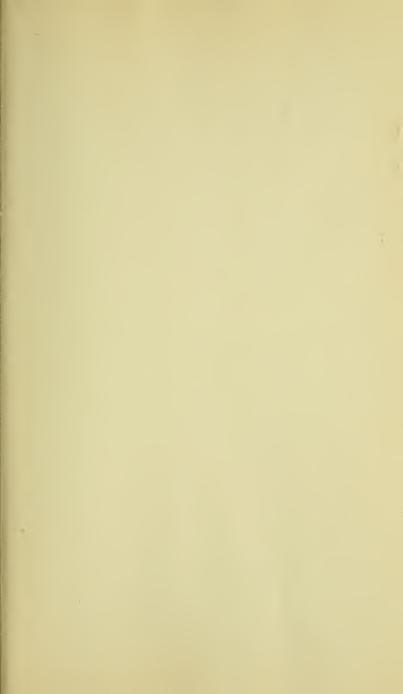


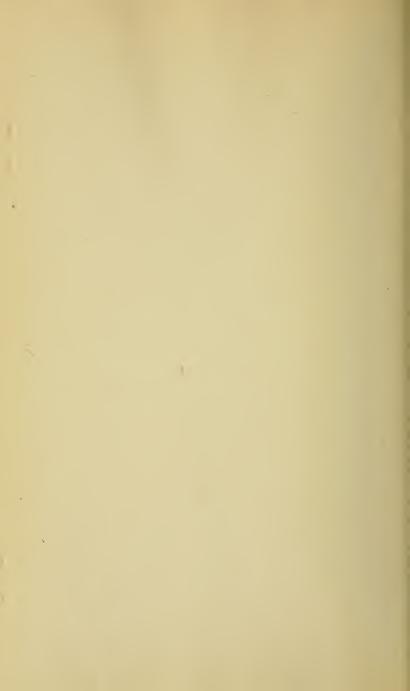


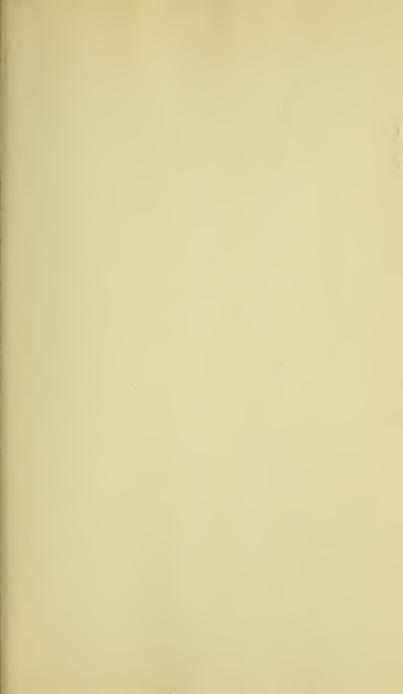




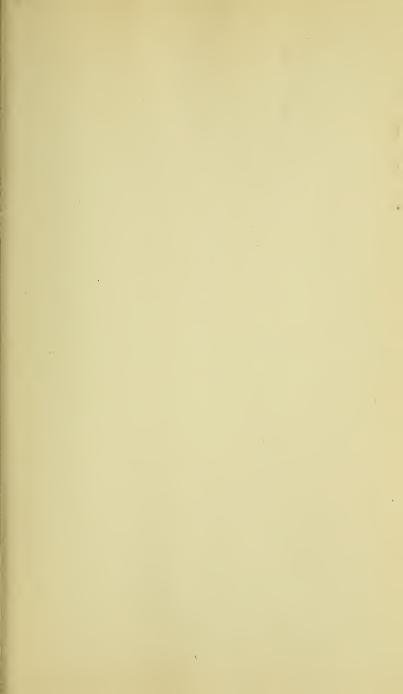


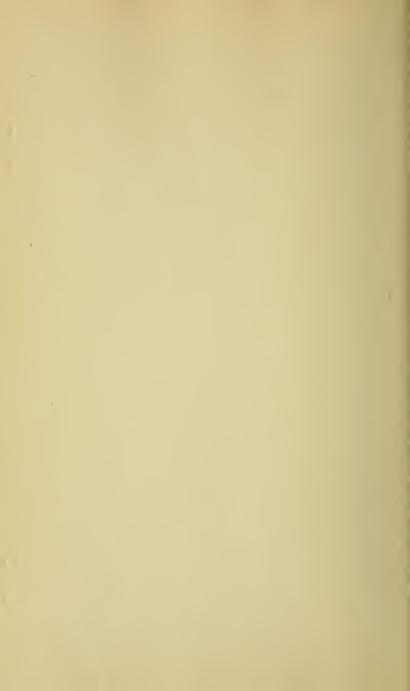


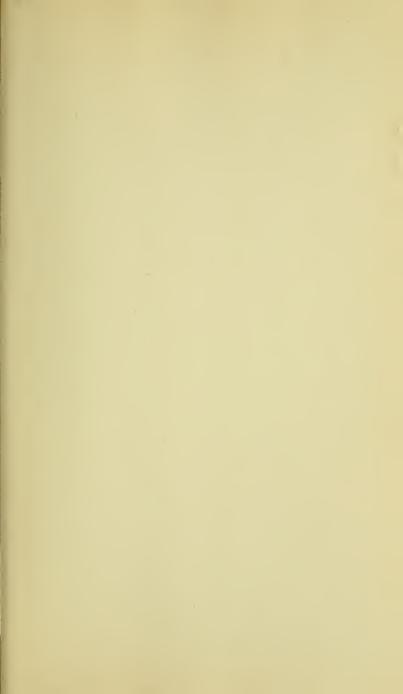




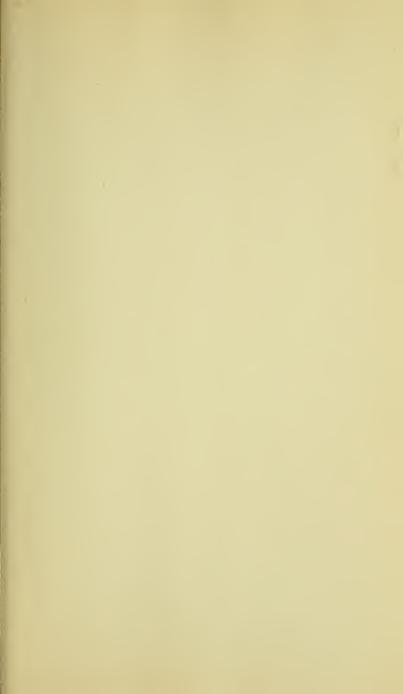
















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